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**ORGANIZE OR DIE: EXPLORING THE POLITICAL AND
ORGANIZATIONAL ACTIVITIES OF THE TANZANIA TEACHER UNION.**

A Dissertation Presented

by

FULGENCE S. S. SWAI

Submitted to the Graduate School of the
University of Massachusetts Amherst in partial fulfillment
of the requirements for the degree of

DOCTOR OF EDUCATION

February 2004

School of Education

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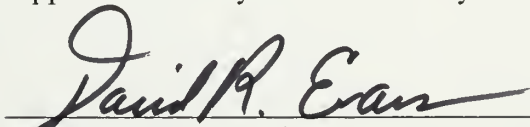
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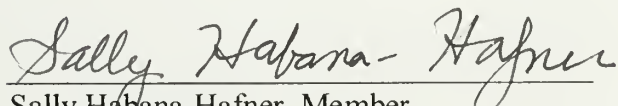
by

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David R. Evans, Chair



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Marta B. Calás, Member



Andrew Effrat, Dean
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DEDICATION

I want to dedicate this project to my family, my wife Mama Swai, my beloved children Innocent, my daughter Katherine Mashirima, Beatus and my sister's son Emmanuel Riziki. They gave me all the moral support that was inculcated in them by my Late Mother Msheku Katherine Saronga and my Late Father Innocent Saronga Makombo who was laid to rest in the summer of 2003.

ACKNOWLEDGEMENTS

I would like to thank my advisor, Prof. David R Evans, for his thoughtful and patient guidance and support. I would like to extend my gratitude to other committee members. I want to thank Prof. Habana-Haffner, Sally a member of my committee for her encouragement from the first day I met her at the Center for International Education. I want to thank Prof. Marta B Calás, the committee member from the School of Management who was resourceful to me in many ways. All in all, I want to thank my Dissertation Committee for their selfless contribution to my professional development for their helpful comments and suggestions in all the stages of the project.

I want to thank the Ministry of Education in the United Republic of Tanzania for giving me the opportunity to take the study. I also want to thank CARE International Tanzania for the support I received before coming to the United States to undertake this project, in particular Mtumwa Mfikirwa, Geoffrey Chege, and the staff in Tanzania and Kenya. In addition, I thank those from CARE outside Tanzania who are Dr. Jane Benbow for moral support and Dr. Gail VonHahmann for material support.

I want to thank the members of the National Executive Committee of TTU/CWT for their input during the Focus Group Discussions (FGD). I would like to thank Mrs Margaret Sitta for chairing the sessions, the General Secretary, Mr Yahaya Msulwa for his participation and data input in creating a conducive environment which has enabled me to get the primary and secondary data. I would like to extend to appreciation for the Secretariat at the TTU/CWT Headquarters of the union with the written material in particular Mrs Ruth Biduga, the Women Wing Coordinator and Mr Nalogwa Shani, the

Coordinator for the DFL project. Indeed, I valued other members of staff in the office especially the able Secretary cum typist, Ms Eutropia Minja and Saada Hassan for the necessary support through e-mails and other basic correspondence. I wish to express my appreciation to all those who volunteered to participate in this project especially the union members some of whom did not want their names mentioned and those who wanted their names to appear. I would like to thank in particular the following teachers from Tanzania for their creative ideas, and these are only a few; A Musa, A Semkiwa, Alleni Primary School teachers, Amon J Mwakyoma, Elinasia Minja, F.N Mitimongi, Fasila Ngalu, Fides J. Shokolo, H.B. Mariki, Habiba Mjatta, Josephine Bernard Msacky, Kiseeni Primary School teachers, L.T. Massawe, Mbwana Omari Kimweri, Michael Mushi, Neema H Kabale, Odran Massawe, Patrick Ngoiya, Peter Kashindye, Robert Shayo, and Victoria J. Kimario. I cannot enumerate them all by names.

I want to thank my colleagues at the Center for International Education (CIE) for the moments during the Center meetings on Tuesdays, every week, where I learned to focus on my project. The members of the community were inspirational to me in many ways. I might need another research to study the secrets of the CIE community in terms of social capital and its core values of learning in a University setting. At this moment I need to mention Barbara Gravin Wilbur for her support while at the Center for International Education, she was more than an encyclopedia of what goes on at the center and always helpful any time one needs her support.

Special thanks to my wife, Mama Swai, who was more than my critical friend in various stages of the project, and my son Innocent who was so helpful during the data collection process and to my daughter Katherine who despite her University studies was

able to take part in the project as well in various ways. My last son Beatus was so helpful at times when I was stressed out. My family missed me a lot as I was doing the project and I thank them for their perseverance. My close family friends at Amherst, Rehema Hiza and his nephew Hubert Mpeli were very helpful to me during my stay at the University. I shall never forget their delicious African dishes I ate while I was thinking aloud.

Finally, I want to thank all those whose support and friendship helped me to stay focused on this project and who provided me with the encouragement and inspiration to continue when the going got tough. I valued the spiritual enrichment from the Newman center. I cannot end without thanking the University of Massachusetts Amherst in particular the Center for International Education, The Graduate Employee Organization and the Housing Services-Residence Life for providing me with assistantships during my study.

ABSTRACT

ORGANIZE OR DIE: EXPLORING THE POLITICAL AND ORGANIZATIONAL ACTIVITIES OF THE TANZANIA TEACHER UNION

FEBRUARY 2004

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Directed by: Professor David R. Evans

This dissertation explores the political and organizational activities of the Tanzania Teacher Union (TTU). This study attempts to find an organizational model for teacher unions in Africa that will increase their ability to influence policies, taking the example of the Tanzanian Teacher Union.

The study is based on data collected from an open ended questionnaire survey, documentation, the union, relevant literature, focus group interactions developed by the participants on their own, and from correspondence with union leaders.

The data obtained have been subjected to a combination of document and content analyses. Results were triangulated by using a variety of sources including

mass media, correspondence, union reports, minutes of various meetings, and articles written before the formation of the union.

The union was analyzed using the theoretical model of Ofori-Dankwa (1993) that characterizes trade unions using two dimensions: political and economic which define four paradigms for unions. From the data collected, the researcher concluded that the TTU belongs to the Low Political, Low Economic paradigm. Analysis of the goals of the union however, suggests that it would be more effective in achieving its goals if it moved toward the High Political, High Economic paradigm.

The data revealed that the union has trouble addressing a variety of problems including salary/pension delays that make it difficult for members to pay their medical bills and devoting sufficient attention to the problem of HIV/AIDS among teachers.

The data also indicated that there are no mechanisms to develop programs for institutionalizing in-service training for members

In addition, the union movement becomes the recipient of donor funding and unknowingly spends its own resources to support the donor driven projects.

The union also lacks a mechanism for negotiating with the employer. There is resistance from the private employers and the government to provide such a legal system.

Finally, an area for further research is to investigate linkages of unions with the educational systems and other agencies interested in basic education. These

linkages are what make unions sustainable while bringing to focus the coordination of organizational activities. The union faces a choice: either to organize itself appropriately or die.

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GLOSSARY AND DEFINITIONS

Below is a list of technical and non-technical terms that have been used throughout the text of the dissertation.

Term	Definition
AA	Action Aid UK
Affirmative action	A loose term for various policies to give some group, primarily African American and women, an extra boost in distributive decisions.
AFL-CIO	The federation of America's labor unions, representing more than 13 million working women and men.
Authority	Roughly, the legitimate exercise of power Andermahr et al. (1997, p. 14).
Axial coding	The process of relating categories to their subcategories, “axial” because coding occurs around the axis of a category Strauss and Corbin (1998, p. 123)
BEF	Basic Education Fellowship
Body of Trustees	Trustees’ Council of the Union with three members among whom a Chairman is elected.
Branch	Lowest level in the Union’s structure. A branch shall consist of not less than 50 teachers. And where under special reasons there may be no 50 teachers required to form a branch, a special request shall be made to the Regional Secretary to establish that branch who will later inform the General Secretary about the matter.
BTU	Botswana Teachers Union
CARE	CARE International Tanzania
Categories	Concepts that stand for phenomenon.
CBO	Community-Based Organization.
Chairman	Head of the Union at a respective level.

Check off system	The 'check off' is a system that involves management in deducting the subscriptions of trade union members on behalf of the union Armstrong (2001, p.771).
CIDA	Canadian International Development Agency
COBET	Complementary Basic Education in Tanzania.
Coding	The analytic processes through data are structured, conceptualized, and integrated to form a theory.
Collective bargaining	Method of determining wages, hours and other conditions of employment through direct negotiation between the union and the employer. Minister ¹ (1984, p. 8) A process set up by agreement between managements, employers' associations, or joint employer negotiating bodies and trade unions to determine specific terms and conditions of employment for groups of employees Armstrong (2001, p. 763).
Conceptual ordering	Organizing data (and sometimes rating) of data according to a selective and specified set of properties and their dimensions.
Conditional/consequential matrix	An analytic device to stimulate analysts' thinking about the relationships between macro and micro conditions/consequences both to each other and the process.
Conflict	A problem that interferes with the accomplishment of purposes Bolman and Deal (1997, p. 172).
Conflict in unions	A state of misunderstanding or disagreement between the employer and the worker or workers themselves concerning employment.
Constitution	Basic laws and principles which guide Union activities.
Contract	A collective agreement
CTF	Canadian Teachers Federation
CWT	Chama Cha Walimu Tanzania
DANIDA	Danish International Development Agency

¹ Minister of Labor, Government of Canada.

Data	The kinds of information the researcher obtains on the subject of the research.
Decentralization	The transfer of decision-making authority of planning, management and use of resources from higher levels of government (central authorities) to outer or tiers such as provinces. (Corrales, 1999, p. 12).
Deputy General Secretary	Assistant Chief Executive of the Union.
Description	The use of words to convey a mental image of an event, a piece of scenery, a scene, an experience or a sensation; the account related from the perspective of the person doing the depicting Strauss and Corbin (1998, p. 15).
DfID	Department for International Development.
Dimension	The range along which general properties of a category.
District	An administrative structure, two or more of which make a region as seen on the map of Tanzania.
DLF	Denmark L��r��r��rbundet (Danish Teachers Union)
Efficient	Getting the most output from a given input.
EI	Education International
Employee relations climate	The employee relations climate of an organization represents the perceptions of management, employees, and their representatives about the ways in which employee relations are conducted and how the various parties (manages, employees, and trade unions) behave when dealing with one another Armstrong (2001, p.759).
Employer	Means an individual person, a body, corporate or Government which has entered into a written agreement/contract with a certain person for the purpose of giving him/her a service by paying a ransom or wage payment or salary.
Employers' Strike	The employer locks outside their work place the workers or he/she refuses to continue employing some of the workers as a threat to compel them to accept his/her conditions and terms of service.

Equality	Distribution of certain crucial resources.
Equity	Treating likes alike
ESDP	Education Sector Development Program
Executor	A person or a group of persons working in administration or management of a School, Teachers' College, Folk Development Colleges on other Higher Learning Institutions where teachers work, but himself not being a teacher.
Expressing policy	Most organizations seem reluctant to commit their employee relations policies to writing. And this is understandable in the light their fluid nature and, in some cases, the reluctance of management to admit publicly that they are anti-union Armstrong (2001, p. 757).
FGD	Focus Group Discussion
Field	A field is an empirical trace, and may be include constituents such as government actors, critical exchange partners, intermediaries in the value chain, professional and trade associations, policy entrepreneurs, regulatory bodies, and organized public opinion evident in consumer or other organized interests Hoffman and Ventresca (2002, p. 93)
FINIDA	Finnish International Development Agency
Flip-Flop Technique	A concept is turned "inside out" or "upside down" to obtain a different perspective of an event, object, or action/interaction Strauss and Corbin (1998, p. 94).
General Secretary	Chief Executive of the Union or any other Officer who has been authorized by the General Secretary to carry out duties on His/her behalf.
General strike	A cessation of work by all union members in a geographical area.
GEO	Graduate Employee Organization.
GoT	Government of Tanzania
Grievance	A statement of dissatisfaction Minister (1984, p. 12)

Grievance	A breach of a contract Scharzt (1988, p. 42).
Grounded theory	“Grounded theory” is theory derived form data systematically gathered and analyzed through the research process. Strauss and Corbin (1998, p. 12)
GTO	Government Teachers Organization of Mauritius
GTZ	German Technical Assistance
Hardware inputs in education	These include attractive and safe school buildings, desks, textbooks and learning materials. School Hardware inputs such as new desks, toilets, electricity are easy to see.
Hon MP	Honorable Member of Parliament
IAGE	Inter-Agency Group on Education
ICBAE	Integrated Community Base Adult Education
ILO	International Labor Organization
Industrial union	A union organized on the basis of a product.
INSET	<u>In service training</u> , professional, upgrading and academic development of teachers.
Institution	An organization for education service delivery.
Instrumentation	The entire process of collecting data in a research investigation Fraenkel and Wallen (2000, p. 163).
International union organization	Unions that are formed by organizations from other countries like Education International, which is the largest teacher union organization in the world. (Retrieved March 6, 2002. WWW: http://www.ei-ie.org)
Joint consultation	A means of jointly examining and discussing problems, which concern both management and employees Armstrong (2001, p.801).
JUWATA	Jumuiya ya Wafanyakazi, Tanzania All workers Union
LAT	Lesotho Association of Teachers
LEGICO	Legislative Council

Local union	The unit of labor organization formed in a locality Minister (1984, p. 16).
Maarifa	Maarifa ni Ufunguo is a local NGO in Tanzania.
Member	An individual person, who has agreed to join the Union and is paying monthly subscriptions
Membership	The characteristic of being an active member of a union. The total membership is the total number individuals in the union disaggregated by gender.
Methodology	A way of thinking about and studying social reality Strauss and Corbin (1998, p. 3).
Methods	A set of procedures and techniques for gathering data and analyzing data Strauss and Corbin (1998, p. 3).
MOE	Ministry of Education or Ministry of Education and Culture or Ministry of Education and Higher Education or the Ministry dealing with Basic Education in any of the countries in the paper.
MOEC	Ministry of Education & Culture in Tanzania
MOU	Memorandum of Understanding
MP	Honorable Member of Parliament
NANTU	Namibia National Teachers Union
National union	A union whose membership and locals are confined within one country.
NGO	Non-Governmental Organization
Non-technical literature	Biographies, diaries, documents, manuscripts, reports, catalogs and other materials that can be used as primary data to supplement interviews and field observation, or to stimulate thinking about properties and dimensions of concepts emerging from data Strauss and Corbin (1998, p. 35).
NORAD	Norwegian Assistance for Development
NUTA	National Union of Tanzania.

ONP	Mozambique Teachers Organization
Open coding	The analytic process through which concepts are identified and their properties and dimensions are discovered in data Strauss and Corbin (1998, p. 101).
Organizational Field	An organizational field is a “community of organizations that partake of a common meaning system and whose participants interact more frequently and fatefully with one another than with actors outside the field” (Scott, 1995, p. 56).
Organizations	Organizations are open systems that process information from the environment. The environment contains some level of uncertainty, so the organization must seek information and then base organizational action on that information Weick (2001, p. 242).
Oxfam	Oxfam International.
Paradigm	An analytic tool devised to help analysis integrate structure and process Strauss and Corbin (1998, p. 123).
Paradox	A phenomenon of something being two different things at the same time (Stone, 1998, p. 1)
Picketing	Patrolling near the employer’s place of business by union members.
Policy	Haddad (1995, p. 9) defines policy as a representation of decisions that are designed to guide (including to constraint) future decisions or to initiate guide to implementation of previous decisions.
Policy for the union	A plan of actions adopted by the Union that guide and direct Union activities.
Policy planning process	Involves the following steps (Haddad, 1995, p. 23); analysis of the existing situation; the generation of the policy options; evaluation of policy options; making the policy options; planning of policy implementations; policy impact assessment; and subsequent policy cycles.
Political context	Political context is formed by the government of the day Armstrong (2001, p. 740).
Political frame	A view or lens that looks at an organization as alive, and screaming political arenas that host a complex web of

individual and group interests Bolman and Deal (1997, p, 163).

Political reasoning	Is by metaphor and analogy and it is trying to get others see to see a situation as one thing rather than another.(Stone, 1998, p. 9).
Political science	Is the study of "who gets, when and how."
Power	Power is the capacity to secure the dominance of one's goals or values over others Armstrong (2001, p. 200).
President	Head of the Union
Properties	Characteristics of a category.
Public policy	Peters (1999, p. 4) defines public policy as a sum of government activities, whether pursued directly or through agents, as those activities have an influence on the lives of citizens.
Reconciliation of interests	A situation achieved through formal agreements where there are recognized trade unions and associations Armstrong (2001, p. 737).
Region	A region of the Tanzania Teachers' Union is as it is on the map of Tanzania Mainland and as it will from time to time be decided upon by the National Council.
Regulations	Guidelines which interpret the Constitution and provide implementation direction.
Relationship	In research, it refers to a connection or association between characteristics Fraenkel and Wallen (2000, p. 38).
Reliability	The consistency of scores or answers provide by an instrument Fraenkel and Wallen (2000, p. 184).
SADC	Southern Africa Development Community
SADTU	South Africa Democratic Teachers Union
SALTU	The Shambalai African Lutheran Teachers Union
SATO	Southern Africa Teachers Organization

SCF	Save the Children Fund
Secretary	Executive of the Union activities at the respective level.
Security	Satisfaction of minimum human needs
Shift	Stated daily working period for a group of employees.
SIDA	Swedish International Development Agency
SINPROF	Angola Teachers Union
Sit down strike	The boycott by stopping to work or the strike of laying down working tools. It means the workers come to their work place, but do not do any work except sitting down.
SNAT	Swaziland National Teachers Association
Software inputs in education	Software inputs include teaching methods, the curriculum, attitudes, and behaviors in the classroom and are difficult to observe and assess.
Std	Standard
Steward	Union stewards represent departments, shifts, and worksites. They monitor the collective bargaining agreement, solve problems on the job, file grievances, work to insure safety, and organize members Sschwartz (1999, p. 6).
Strike	Any act done by the employer or employee(s) which shall cause the work to stop or lag behind as a result of misunderstandings between the employer and employee(s) concerning working conditions.
SWOT	Strengths, Weaknesses, Opportunities and Threats
Synecdoche	A figure of speech in which a whole is represented by one of its part.
TACTA	The Tanganyika African Catholic Teachers Union.
TACTU	The Christian Council of Tanganyika Teachers Association
TATA	Tanganyika African Teachers Association.
Teacher	Any worker with training and has acquired teaching profession (i.e. Any worker who is academically and

professionally trained as a teacher).

Teacher Associations	In the African context, these are trade unions, which are afraid of calling themselves trade unions for fear of government control.
Technical literature	Reports of research studies and theoretical or philosophical papers characteristic of professional and disciplinary writing that can serve as background materials against which one compares findings from actual data Strauss and Corbin (1998, p. 35).
Theoretical sampling	Sampling on the basis of emerging concepts Strauss and Corbin (1998, p. 73).
TISA	The Tanganyika Indian Schools Association.
TNUT	Tanganyika National Union of Teachers
TOR	Terms of Reference
Trade union structure	Trade unions are run by full-time central and, usually, district officials Armstrong (2001, p. 746).
Trade unions	Traditionally, the fundamental purpose of trade unions is to promote and protect the interests of their members Armstrong (2001, p.746). Also trade unions provide workers with a collective voice to make their wishes known to management and thus bring actual and desired conditions close together.
Treasurer	A person responsible for the Union money, bills and assets at a respective level.
Trustees	Trustworthy members elected by the National Congress entrusted with the responsibility of owning the property and finances of the Union, on behalf of the Union.
TSC	Teachers Service Commission
TTU	Tanzania Teacher Union
TTU/CWT	Tanzania Teachers Union/Chama cha Walimu Tanzania
TUM	Malawi Teachers Union
UAW	United Automobile Aerospace and Agricultural Implement Workers of America.

UK	United Kingdom
UMass	University of Massachusetts Amherst.
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
Union	Means the Tanzania Teachers' Union.
Union organizer	A person who solicits workers to join a union.
Union recognition	An employer fully recognizes a union for the purpose of collective bargaining when pay and conditions of employment are jointly agreed between management and the trade unions Armstrong (2001, p. 761)
Union solidarity	This is the unity and determination of the employees a steward represents Schwartz (1999, p. 6).
Validity	The appropriateness, meaningfulness, and usefulness of any inferences a researcher draws based on data collected by an instrument. Fraenkel and Wallen (2000, p. 184).
Vice President	Assistant Head of the Union.
Voluntary Agreement	An agreement reached between the Employer and Workers or Employer and the Union concerning the rights and conducive working conditions.
VSO	Volunteer Services Overseas
Walkout	A spontaneous work stoppage.
WCOTP	World Confederation of Organizations of the Teaching Profession.
Worker	A person who has entered into a written agreement or contract with any employer whoever he/she may be working with for ransom/wages or salary weekly, weeks, or monthly and paid for that employment by that employer.
Workers Strike	The workers refuse to work until such time that their demands are accepted by the employer.

ZIMTA

Zimbabwe Teachers Association

ZNUT

Zambia National Teachers Union

Zone

The Seven Education Zones to be used by the union to elect seven members of the National Executive Committee. A Zone is not part of the Union structure.

CHAPTER I

RESEARCH QUESTION AND GENERAL INTRODUCTION

The Government should consider teachers by providing them with an attractive wage package, housing and health services because they are good implementors of all designated programs to improve the education system. Education was one of the weapons in fighting poverty. For the government to meet its goals of improving the education system, authorities should collaborate with teachers and regard them as a part and parcel of the program. (Margareth Sitta, The President of the Tanzania Teacher Union, Saturday, November 23, 2002).

This chapter consists of the General Introduction, the Research Topic, the Purpose, the Research Question and the Limitations of the Study.

The General Introduction

In Africa like any other continent, there are teacher organizations and unions. Whether one calls a teacher organization an association or a academic organization or a non government organization or a teachers movement or a congress of teachers or a caucus for women teachers, a network or group of retired teachers or any other name, radical or capitalist or communist or fundamentalist, it all amounts to one thing; that is, it is a forum for teachers to do what is within the law of the land to accelerate the work of teachers in any manner that is appropriate for the advancement of the teaching profession. For the sake of clarity, I shall call by my own orientation, a teacher organization in the context of the study as the teachers' union or simply the union and refer to the union as an organization that obeys the theory of complex organizations in the labor movement.

Theorizing about labor movements has always been an elusive complex task, because the labor movement has taken widely different forms historically, even in the same country. And currently, it has taken on widely different forms in various parts of the world as noted by Larson and Nissen (1987, p. 1). Unlike other voluntary organizations, labor unions, are formed in response to the daily grind of working for others as noted by Yates (1998, p. 13). Traditionally, the fundamental purpose of trade unions is to promote and protect the interests of their members as noted by Armstrong (2001, p. 746). They are to redress the balance of power between employees and employers.

The workers begin to identify with their workmates. This identification, based upon their shared work experience is the root of the formation of a labor union. Sooner or later, the need for a permanent defender, an independent organization standing ready to take on the employer, is felt—and the labor union is born as noted by Yates (1998, p. 13).

Generically, Banki (1986, p. 669) has defined the following as an organization.

1. Generally, a rational, legitimate, and ideally dynamic, relationship of people.

Formally coordinated through authority, hierarchy, specialization, division of labor, communication, policies and procedures toward the accomplishment or maintenance of specified goals, objectives, or some common, often mutually agreed purposes or conditions.

2. Structurally, any Business Corporation; Government; or Government Subdivision or Agency; Trust; Estate; Partnership; Cooperative; or

Association with the purpose to benefit (1) its owners, members, clients; or
(2) the public at large.

Additionally, Ott and Shafritz (1986, p. 266) have simply defined an organization as any structure and process of allocating jobs so that common objectives may be achieved. Bearing in mind the above definitions of what is an organization, then

a labor organization is defined by the section 2(5) of the National Labor Relations Act of 1935 (as amended) any organization of any kind or any agency or employee representation committee or plan, in which employees participate and which exists for the purpose, in whole or in part, of dealing with employers concerning grievances, labor disputes, wages, rates of pay, hours of employment or conditions of work. An association of workers formed for advance or maintain the interests of its members, the labor union is the most typical form of labor organization. Ott and Shafritz (1986, p. 217).

Trade unionism is for all types of unions of working people. These people have joined together for their common economic betterment. Labor unions originated in Western Europe as a concomitant of the Industrial Revolution, and spread all over the world Sufrin (1964, p. 7). Indeed trade unionism is a social movement whose purpose is to improve the social, economic, or political lot of individual workers.

Kerchner et al. (1997, p. 178) have noted that teacher unions, like other labor organizations, started as social movements. However, they gained status and influence because they obtained protection from labor laws. Another researcher writing on unions in Postindustrial society had the following to say.

Organized labor has always had societal power far exceeding its actual numbers and the percentage of the labor force.... In fact, the history of organized labor throughout the nineteenth century focuses on two major themes: (1) economic versus political ends and means and (2) search for an organizational model (Schmidman, 1979, p. 1)

The International Labor Organization (ILO) has specified the term of “organization” to mean an organization of workers or employers for furthering and defending the interests of workers or employers. The teacher union has the task of taking care of the interests of its members. Due to the large number of teachers and their enormous human and financial resources, teacher unions have become the most powerful political constituency in education as noted by Berube (1988, p. 1). Teachers are more likely than workers in other sectors to join unions as noted by Corrales (1999, p. 6). Alkin (1992, p. 1444) noted that organized teachers largely concentrated on securing personal benefits and improved working conditions.

The research evidence is that unions are primarily concerned with members’ welfare and not with matters of policy. This is a research gap I addressed. There is no documented research that focuses on educational policy issues in this perspective. Most current researchers, study the effects of unions on teachers’ work, on school governance, and less on policy as noted by Alkin (1992, p. 1445). Similarly, research established that unions have not been initiators of new policies as noted by Fuhrman, Clune and Elmore (1988, p. 237). Breaugh and Starke (2000, p. 431) have said that we use the deficiencies of past research to stimulate future research.

With the above background, the Tanzania Teacher Union is just like any other union in Africa, and just like most other labor unions in the world. The union has to deal with the welfare aspects. Moreover, it has to deal with the issues of influencing educational policies, as the union operates within the realm of educational institutions. Unfortunately, very little has been written on the subject. Moreover, few have had any extensive experience as noted by Low (1960, p. 205). Current events however demand some theoretical tool to approach trade unionism in Africa. The union will have to organize its activities. These activities are political, economical or some other form of organizing in a particular way in order to achieve its objectives of influencing educational policies. Before the study, we did not know how the union was organizing its activities.

I am going to document what the union is doing as a way of getting data that will help me to uncover an appropriate organizational model for teacher trade unions in Africa with reference to Tanzania. I will describe how the union is organizing its activities with the aim of promoting the understanding of organizations, organizing, and the organized, and with either the political or economic relevance of that understanding.

Peter Drucker the management guru, is quoted by Scott (1987, p. 1) that young people today will have to learn about organizations in the way that their forefathers learned farming. It has been noted that

Organizations are viewed as the primary vehicle by which, systematically, the areas of our lives are rationalized-planned, articulated, scientized, made more efficient and orderly, and managed by experts. (Scott, 1992, p. 5)

As organizations come under scrutiny, we hope to develop the art of understanding organizational life of the teacher unions. We shall develop fresh ways of seeing; understanding, and shaping the situations that we want to organize Morgan (1997, p. 6). The world of change is what teacher unions might face in the next decade. It has to be born in mind that teacher unionism is highly vulnerable, dependent perhaps on the existing structure and power alignments as noted by Kerchner et al. (1997, p. 14). How then will the unions in Africa organize to cope with the challenge taking Tanzania as a case of illustration?

Research Topic

The title of the dissertation is, “ORGANIZE OR DIE: EXPLORING THE POLITICAL AND ORGANIZATIONAL ACTIVITIES OF THE TANZANIA TEACHER UNION.” The Tanzania Teacher Union operates without an organizational model that would make it successful in its political and economic activities. I have documented the activities of the Tanzania Teacher Union and observed the pattern of its development in an attempt to search for an organizational model for teacher trade unions in Africa that may influence educational policies. The dissertation documents events and changes that the union has undergone since its inception. This was accomplished by focusing on the relationships between political and economic activities of the organization.

Purpose

The purpose of the study was to document, analyze, and demonstrate the congruency of three upshots, namely, the interest of the teacher unions, their organizational approaches, and their influence on educational policy, using the Tanzania Teacher Union as an illustration. The method of inquiry for the study was through a qualitative survey and the unit of analysis was the union's Headquarters. This is the organizing level of national union activities. The study provides insight, contributes to the general knowledge, and enhances the understanding of how teacher unions in Africa are organized. It will contribute to the literature on the subject matter.

The Research Problem

There are research gaps that the study did undertake to contribute to knowledge of making organizations function better. No research had been done so far to document the Tanzania Teacher Union, in its activities. In the literature reviewed, Africa has been sidelined in terms of research for teacher unions and other research conducted worldwide have been on welfare aspects of teacher union vis-à-vis matters of educational policy. This study has tried to fill that gap. The union also operates without an organizational model that would pursue its interest in influencing educational policies.

I have documented the activities of the Tanzania Teacher Union and observed the pattern of its development in an attempt to search for an organizational model for teacher trade unions in Africa. This dissertation documented the events and changes that the union has undergone since its inception as Warell et al. (1999, p. 229) have noted

that micro and macro changes speak to each other. It remains the duty of writers within the labor process tradition to develop methodologies that are capable of listening to both. I have tried to accomplish this by focusing on the interest of the union, its organizational approach and its influence on educational policy in Tanzania.

The teacher union has to organize in order to fulfill its interests and will have a particular way of coordinating its activities in order to influence any educational policy. Indeed, I hope the study will help teacher unions to survive and organize unlike governments treating teachers like disposable labor as noted by Lawn (1985, p. 2).

The Research question

In order to undertake this study, the following grand question and others that came up from the literature review guided the research.

How is the organization functioning?

This grand question has the following sub-questions. These questions were meant to be feasible, clear, and significant in the eye of the researcher as emphasized by Rossman and Rallis (1998, p. 30), Glesne and Peshkin (1992, p. 100). Addressing the issue on a more practical level, Fontana and Frey (2000, p. 645) had the following quotation, which threw some light on the questions.

Asking question and getting answers is a much harder task than it may seem at first. The spoken or written word has always a residue of ambiguity, no matter how carefully we report or code the answers. Denzin and Lincoln (2000, p. 645).

Bearing in mind all the precautions on the nature of the questions, having gone through the theoretical description of the topic and having gone through the review of literature, the following research questions guided the study.

- ◆ What are the social activities of the union?
- ◆ What are the political activities of the union?
- ◆ What are the economic activities of the union?
- ◆ Which activities are both political and economic?
- ◆ How can the organizational approach of the union be described?
- ◆ What are the interests of the union?
- ◆ How do these activities influence educational policy?
- ◆ How does the union organize to influence educational policy?

These questions and others from the review of literature guided the study.

Limitations

I have chosen Tanzania for a few reasons. It is representative of many African countries. It is the country in 1994 when the Commonwealth Secretariat of the organization now known as the African Development Education Association (ADEA) organized the first conference for Teacher Support systems. It is also a country I know which had a good education policy, the famous “Education for Self-Reliance.” The policy at the moment for the 21st century is with the title, “Education and Training Policy.”

Africa is still in a dilemma. So many innovations have been tried with the support at both national and international level and yet the myriad of problems in basic

education is still soaring. Educational reforms are under way and there is a lot discussion on decentralization and privatization, but of late, I have not heard of teacher unions taking the lead in educational policies. To me, it was exciting and perplexing as well

The focus of the study has been mainly on the Tanzania Teacher Union. The study did not address other countries in Africa and therefore there will not be any generalizations made to other African countries. The continent is big with a variety of cultural backgrounds, which have a bearing on the educational systems and their teacher unions. Relating to the conditions in Africa, the 1980s has been branded a lost decade of development as noted by Tibaijuka, (1998, p. 7). With data available and from the literature review, a few cases have been presented. In Tanzania, for example, the teacher pupil ratio has fallen from 1: 45 to 1: 69 in 1992. Classroom ratio has fallen from 1: 50 in 1983 to 1: 74 in 1992. In such crowded conditions, the teacher can at best keep law and order in the classroom (Tibaijuka, 1998, p. 12). The study had selections and interpretations, however much they may claim to represent actuality as noted by Lawn (1985, p. 3).

There was the political fear that I may be seen as vying for a political position in the union and, but to the contrary, I got the maximum cooperation needed. All things being equal, every step in becoming a researcher was seen as political. However, a close look at the scenario, forces me to use the wisdom that a journey of 1000 miles is made by starting the first step. This is what I did.

The study did not deal with full unionization of the teachers in the educational systems that are both private and public, only the latter had been given more space. I did

not assume to write something that led to the idea of organizing dissent as reflected by Cook (1996, p. 99) for the need to have stepped up demands for greater influence in formulating education policies.

The study did not favor any political party as noted by McGinn and Street (1999, p. 471). Such a stance might have created an internal bickering among the other political parties vying for political power in controlling the education systems by making use of the teacher unions. My limitation exercised care not to step on political parties. Stinnett (1968, p. 87) argues that human beings are often easily persuaded to let somebody else handle their vexing problems. When teacher unions are involved in political parties, the organizational issues tend to be complex. The union may be branded as belonging to the opposition and the ruling party may react in a manner that can have dire consequences. The unions can be treated in a very harsh way by the government. The study tried to find out whether this was the case as unions are a threat to management as noted by Rhoades (1996, p. 10).

CHAPTER II

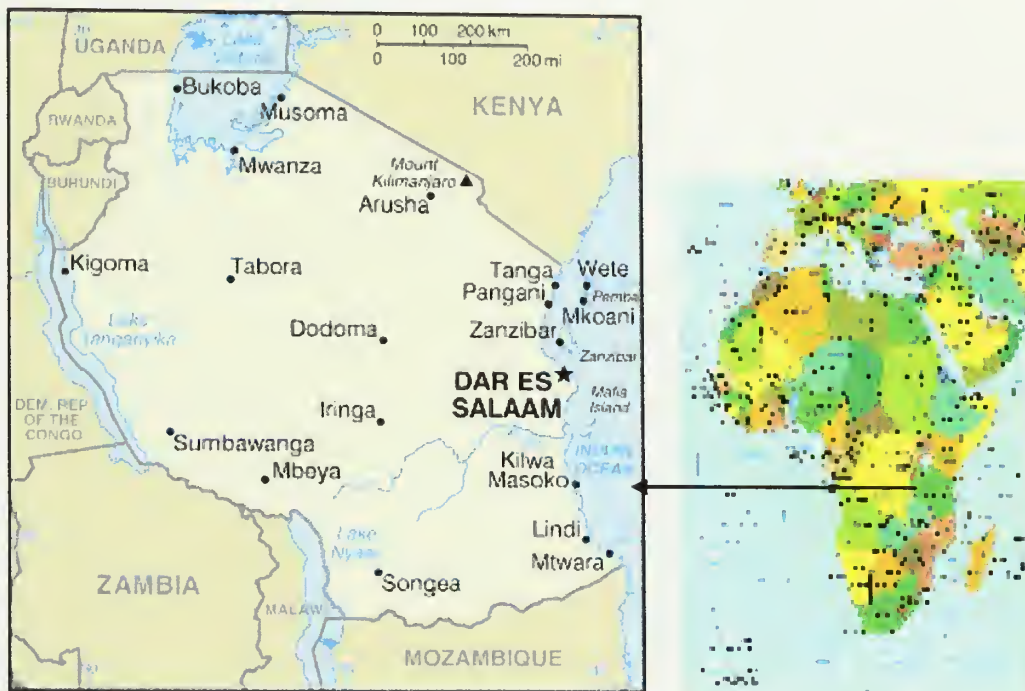
CONTEXT

The Tanzanian context

The United Republic of Tanzania was created on April 1964 with the merger between the Tanzania Mainland and the Zanzibar Island. Figure 1 shows the geographical location of Tanzania. The country is bordered by Kenya and Uganda (North), Rwanda and Burundi (Northwest), Republic of Congo (West), Zambia (South West), Malawi, Mozambique (South), Indian Ocean (East). Tanzania Mainland has 21 geographical regions while Zanzibar has 5 regions. There are three Lakes, Victoria (Lake Zone regions), Tanganyika (Kigoma) and Nyasa (South); Rivers: - Rufiji, Kagera, Ruvu, Malagarasi; Ruvuma and Pangani. The Indian Ocean extends from north to the south most corner forming the east coast border. There are three main ports, Dar es Salaam, Tanga and Mtwara. Mwanza on the shores of Lake Victoria and Kigoma on Lake Tanganyika shore are small ports. The estimated population (approximately 51% women) is 29 million in the year 2000, at a growth rate of 2.8% a year Thody and Kaabwe (2000, p. 203)

Tanzania achieved a steady economic growth from modest 2.8% in 1996, 4.0% in 1997, 3.4% (1998), 4.8% (1999), 5.8% in 2000 and a growth rate of 5.7 % in 2001. Tanzania has continued to attain significant achievements. During the period under study, the economy grew by 6.2 percent in real terms compared with 5.7 percent in the year 2001. The inflation rate fell from 5.2 percent in year 2001, to 4.5 percent in June 2002 and 4.2 percent by end-March, 2003 as noted by Mramba (2003, p. 1).

Despite the growth, Tanzania has experienced the following general problems of income below poverty line, food insecurity, corruption, donor dependency, and infrastructure and basic services. The later comprise education, transport and communications, water and sanitation, and health. The next section will focus on education in Tanzania.



Retrieved May 20, 2003 from <http://www.freegk.com/worldatlas/tanzania.php>

Figure 1: The Map of Tanzania and Africa.

Education in Tanzania

The education system is hierarchical, centralized and consists of pre-primary level (about 3 years voluntary), primary school level (7 years), secondary level (6 years) and tertiary colleges and university education. Tanzania struggled to provide basic education to all children during the first two decades after independence. Under the

Universal Primary Education Policy, (1974)², there was a remarkable increase in the number of schools constructed and number of primary schools population (1,228,886 pupils in 1974 to 3,553,144 in 1983), an increase of 189%). For the year 1998, the total student population in primary schools, BEST (1998, p. 1) was 4,042,588. The quantitative expansion led to a qualitative deterioration of primary education due to inadequate teaching materials, shortage of competent teachers, overcrowding in classes and poor resourcing MS DANIDA (1996, p. 59).

Due the UPE campaign, a large number of teachers were trained through distance training rather than the normal residential program at a teacher training college. These teachers form 70% of the teaching labor force in the primary schools. These teachers did not get adequate training and thus are undertrained and underqualified. Logically this would lead to a systematic in service training but given the financial constraints and the small capacity of Teacher Training Colleges, many teachers have spent decades without receiving any in service training.

The country has about 11,000 primary schools, more than 600 secondary schools, 45 Teacher Training Colleges, and three registered Universities as noted by BEST (1999, p. 23). There is mushrooming of private institutions at the pre-school, the primary, the secondary and at the tertiary levels. There are approximately 120,000 teachers of whom 40% are women. Table 1 shows the teaching staff in training colleges from 1994 – 1998.

² Teachers Resource Centres: A sharing of Experiences, Regional Workshop on Teachers Resource Centres Report, Arusha Tanzania.

89% Primary school teachers (PE)
10% Secondary school teachers (SE)
1% Teachers in Training Colleges (TTC)

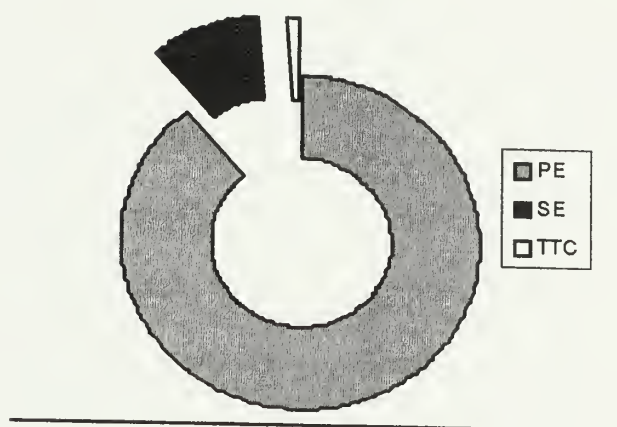


Figure 2: % Distribution of teachers in TTU

About 90,000 to 110,000 teachers have registered in the Tanzania Teacher Union/ Chama cha Walimu Tanzania. Figure 2 shows the majority of union members, about 89% are primary school teachers. The union has 11,691 secondary school teachers; 3,206 of which are female teachers (BEST, 1999, p. 23).

Table 1: Teaching staff and training colleges in Tanzania from 1994 – 1998

Year Issue	1994		1995		1996		1997		1998 –02	
	Female	Total	Female	Total	Female	Total	Female	Total	Female	Total
Teaching staff	213	1028	244	1040	272	1062	261	1004	230	940
% increase	10.9	23.4	14.6	1.2	11.5	2.1	-4.0	-5.5	-11.9	-8.4
Student teacher ratio.		1:15.8		1:15.8		1:12.5		1:9.1		1:7.0
Number of colleges (public)		40		31		35		35		35
Private teacher training colleges		0		0		0		6		6

Source: URT (1999, p. 38) with modifications

The total teaching force in primary schools for the year 1998 was 106,436 teachers. These teachers are graded as being Grade A or Grade B categories. Grade A³ teachers were 46,642 and Grade B⁴ Teachers were 59,598. The percentage of their

³ Grade A teachers are secondary school leavers who have minimum of three credits in the Secondary National School Leaving Certificate. It is equivalent to 12 grades in other parts of the world.

⁴ Grade B teachers are those who completed seven years of primary education and given training of three years under the Distance Teacher Training Program or four years of pre-service in a residential training college.

breakdown is shown in Figure 3. All these categories of teachers need to be addressed for upgrading academically and professionally

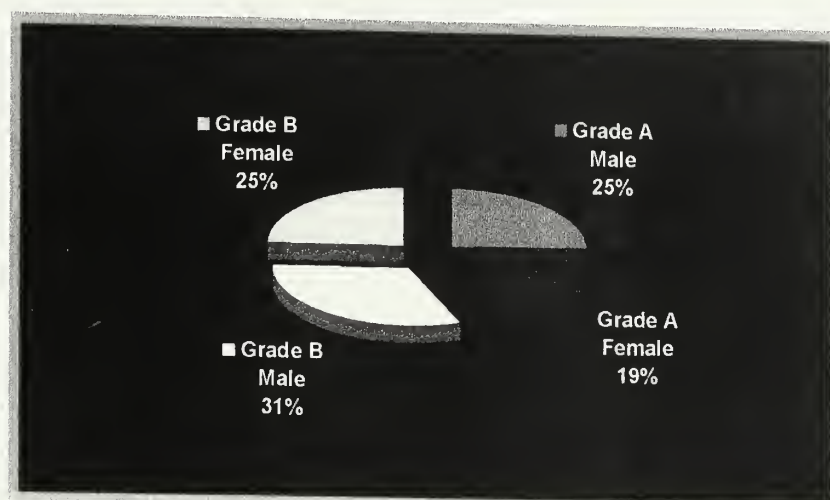


Figure 3: Teachers by academic grade.

Table 2 and Table 3 give the education statistics of Tanzania for which the Tanzania Teacher Union members work for bringing about a literate society.

Table 2: Number of students in Tanzania from 1994 – 1998.

1994	1995	1996	1997	1998
3 732 943	3 872 473	3 937 204	4 051 713	4 035 209

Table 3: Education Statistics

Population	
Estimated 1998 Population	30.6 Million
Population Annual Growth Rate, 1988 Census	3.2%
Projected Population in 2003 at Avg Growth Rate of 3.0%	34.4 Million
Estimated Number of Children age 5 to 14 in 1998	8.0 million
Primary School Statistics	
Total Enrollment in Public Primary Schools in 1997	4,051,713
Total Public Primary School Capacity in 1997	4,561,444
Total Number of Primary Schools, 1997	11,270
Average Number of Students per Primary School, 1997	360
Total Number of Public Primary School Teachers in 1997	109,936
Teacher-Pupil Ratio, 1997	1: 37
Average Growth Rate of Primary School Enrollment, 1990-97	2.6%
Average Age of Boys Enrolled in Std I, 1997	9.2
Average Age of Girls Enrolled in Std I, 1997	8.9
Average Age of Boys Enrolled in Std VII, 1997	15.3
Average Age of Girls Enrolled in Std VII, 1997	15.1
% of Enrollment in Std. I by Gender, Boys/Girls, 1997	51.1%/48.9%
% of Enrollment in Std. VII by Gender, Boys/Girls, 1997	49.6%/50.4%
Number of Primary School Drop-outs, 1997	64,626
% of Primary School Drop-outs by Gender, Boys/Girls, 1997	52.8%/47.2%
Secondary School Statistics	
Number of Students Enrolled in Std VII, 1996	409,212
Public Secondary School Enrollment in Form I, 1997	32,043
Private Secondary School Enrollment in Form I, 1997	29,768
Total Public/Private Secondary School Enrollment, 1997	61,811
% of Enrollment in Form I by Gender, Boys/Girls, 1997	54.4%/46.6%
Number of Students Not Selected for Secondary School, 1996	347,401
% of Std VII Students Selected for Form 1, 1996	15.1%

Sources: Basic Statistics in Education, MOEC and 1988 Census with modifications.

History of Evolution of TTU

The Tanzania Teacher Union (TTU) is the official English version of the teacher union. In Kiswahili, the Tanzanian National language TTU reads as “CHAMA CHA WALIMU TANZANIA (CWT)”. In this study, TTU/CWT is used simultaneously, at times synonymously and occasionally, the use of the word “union” to mean the same organization.

The Tanzania Teacher Union (TTU) was first registered on November 1, 1993, after a long struggle with the Government of Tanzania. It was registered under the 1956 Trade Union Ordinance. As the labor union changes were taking place, the Government enacted Act Number 10 of 1998, which necessitated the union to re-register. Therefore, the second registration was done on September 3, 2001. TTU has two roles. First is to act as a voluntary organization, attracting and retaining members by meeting their demands for benefits and services. Second is that TTU has the role of a political interest group in that it must seek from the Government those benefits which have to be provided to its members.

The union operates in the whole country. The organization of the union is run from its headquarters in Dar es Salaam, the commercial capital of the United Republic of Tanzania. There are offices both in the regions and in the districts where the majority of the primary schools are located. This study will focus on the headquarters of the union, where the activities of the organization are organized and coordinated.

TTU and Teacher unions in Africa

Unions have two legs to walk on. One leg is the professional one dealing with education and the other one on welfare aspects. These two legs make a person and, therefore, a union is not complete unless it walks on both legs. In some countries teachers are not allowed to form unions, only associations, a good case is Zimbabwe and at one time in Malawi before the multi party democracy. All the same as argued earlier they serve the same function of sustaining the strength of their organizations as well as protecting the rights of its members. It is practical to mention what they do. SADTU from South Africa, which has one of its objectives has been is to promote the educational, cultural and social advancement of the community and its members. If we take TTU of Tanzania, one of its objective as

From time to time to assemble teachers so that they can discuss issues on the development and problems existing in their subject disciplines, and to explore on the tactics or strategies of solving them; ... build a culture of self advancement.(TTU, 2000, p. 3)

In both unions, they have the mandate to advance the development of teachers, promote and protect the teaching profession and support the quest for academic excellence. Besides teachers helping develop, some unions have had difficult times with the Governments in power in Africa. Some teacher leaders have been exiled, like the case of teachers in Sierra Leone; some have been imprisoned like the case in Ethiopia. Others had difficult times for getting remuneration like those in Zimbabwe while some have been manipulated by being given high posts in the Government like those in Swaziland and Namibia. Teachers in Lesotho have been working without pensions schemes. In Tanzania and South Africa, the unions are close with the Government in

power while in Kenya, there is a constant struggle with the government for more pay. All in all, teachers have not been given the right as stipulated in the ILO (1948) Convention No. 87 to exercise the freedom of association and the protection of the right to organize. It is interesting to find out under linkages of unions and the educational systems, which countries have ratified some of the ILO conventions. Amazingly indeed, Tanzania ratified Convention No 87 in 2000, thirty years after independence.

Having presented the above argument, the following problems are teacher union specific and do not reflect the problems of education in the overall educational systems of the various countries in Africa. It never came to my mind that I needed to respond that unions should not be involved or why the unions should not be involved in the first place. The Governments of Africa may find these teacher unions as troublemakers or the "computer trouble shooters." Supporting the governments, Craig et al. (1998, p. 102) has noted that in some districts, there are obstructions by the teachers associations, which do not believe in teacher training. The reason is clear. As teachers go for a long time without salaries nearly in all the countries south of the Sahel, one cannot expect a hungry teacher to be effective in the classroom. Also, it has been noted that as teachers educate the largest profession,

it is certainly cheaper and probably easier to encourage children to respect teachers.... One of the constraints on the quality of education is that each improvement in the education of teachers is likely to raise teachers' pay, a major component of most government budgets. Perraton (2000, p. 57)

In Africa, the farmer with several goats, ensures that the goat that makes more noise, is given more grass to feed on so that it makes less noise. This analogy can be compared to the government and the unions. The union that is inactive is not given any

attention. The union that makes a lot of effort in mobilizing and organizing teachers for their improvement is the one that is given attention by the government. It is thus the union that becomes the spokesperson to raise vehemently the issues of teachers that draws the attention of the government.

Where there are no teacher organizations making such efforts in the country, there are likely interventions from sister unions across the globe. Such unions are international in character and tend to give technical support to the unions in the country. With such support, the unions in the countries are able to build their capacity to negotiate with the governments in power.

As one can see in the past decade, the unions have been more on the agitation side, hence the need to make a shift and work in the areas which were given lip services. Lightfoot (1973, p. 197) has argued that since schools have been considered outside the realm of politics, social science researchers have rarely considered the politics of teachers, or more importantly, the potential impact of teachers' social and political beliefs on the educational experience of children.

As it has been noted by (Coombs 1985, p. 211), the education expansion in the 1960s has not reduced the inequalities in the society. There are still serious disparities and inequalities even in the educational system, which are likely to be more complex. Imagine a well-planned activity by the Ministry of Education (MOE) for professional development is thwarted by a vested group of teachers who make up the union. A good case is when the Regional Education Officer (REO) in one area in Central Tanzania had the money and the power and thus decided to give an examination to teachers in order to identify their need for training. On teachers realizing that it was a way of eliminating

those would do poorly from the pay roll, the teachers under their own union took a political action and had the REO transferred to another place. The intention was good, but it was met by a very harsh measure which caused the teachers to miss the training, which could have been useful in improving their skills in the class. Numerous examples can be made from across Africa where the top officials of the Government decide on many important issues without involving the teachers.

It seems to me obvious that teachers are political beings. Part of their total self-image is the quality and dynamic of their relatedness to the political and social institutions that surround their lives. The teachers' beliefs systems and value orientations penetrate the classroom environment and are communicated to children through transactional patterns in the classroom Lightfoot (1973, p. 197)

Teachers elect their top most leadership

This is a scenario where the union is able to develop contacts with those at the top leadership in the country. In a meeting in Morogoro on August 30, 1997 delegates of the General Conference elected the President of the Tanzania Teachers Union. The post had fallen vacant since April 1997. The Prime Minister of the United Republic of Tanzania opened the meeting. He outlined the economic situation to the teachers in a manner of openness and frankness and it was found that by the July 1, 1997 the teachers had been given a new scale of salaries and a promise was given that as the economic status improved and more incentives would be given.

In the election there were forty six candidates vying for the post of the Presidency and the election process took several hours following the contestants being given five minutes each to explain why they want to be in that position. It was interesting to note that there was one woman candidate among the whole lot.

During the election, the votes for the President have to be more than half of the delegates voting. The first ballot could not get the right candidate as no one got half of the votes. In the second ballot, the lady got more than the required number and she became the first lady to become the President for the union. She was also the former Vice President of the union.

Before the election took place, there were two important meetings one for the Executive Meeting (August 27, 1997) followed by the meeting of the Council (August 28). These two meetings were scheduled to prepare the ground work for the General Meeting. In the light of the preparations, the General Meeting took place in the Hall of Sokoine University of Agriculture. The number of delegates were 500 and all the twenty five regions were represented. The delegates involve the regional Chairmen and their Secretaries, the Executive Committee, the Council members and one woman representative from each region. The constitution of the organization has the gender issue well addressed.

After the election, the meeting dealt with the issues of salaries for teachers. It had been previously decided that if the government does not provide a better salary for teachers and also pay the teachers for unpaid claims by July 1, 1997, the teachers would go on strike. After a lengthy and arduous discussion, the meeting found it proper to postpone the strike in the light of what had been presented by the Prime Minister. In fact, The Prime Minister had told the delegates that the door was open for the teachers and the union and that a two way process was essential in order to truly raise the quality of education as well as the welfare of teachers.

In a sounding note the teacher organization has found the democratic process as a genuine way of handling the critical issues of teachers and the quality of education. The issue of girls education would be given now be given a new impetus with the election of a new President who is a woman. The teacher union will assist all those who advocate the issue of raising girls' education. It is a success for those who want to see women taking key position in the struggle to have women who can play role models for the betterment of girls, girls' education and the advocacy for influencing education policies.

The formation of the Tanzania Teacher Union

The Tanzania Teacher Union was formed through a struggle. The short history of teacher labor movement has its roots in Tanganyika before independence. What happened is just what historians would say that history repeating itself. The struggle of teachers for their well being both professionally and for better working conditions had its roots once a teacher started by putting his or her foot in the classroom.

The time before independence

The history of teachers in Tanzania (Tanganyika before independence) tells us that at different periods, on different occasions, under different employers, teachers made an attempt to voice their discontent on the kind of treatment and welfare they received from their employers. Just after World War One (1918), government schools' teachers organized themselves, and on 28th July, 1942, government school teachers in Dar es Salaam and Mpwapwa formed the first Teachers Association in Tanganyika. On

6th August, 1943, the Tanganyika African Teachers Association (TATA) was formed and its objectives were:

- ☑ to bargain for fair salaries and a streamlined annual salary increment;
- ☑ to introduce a teachers' scheme of service;
- ☑ to assist teachers up-grade themselves professionally and academically.

At a later stage in the making of history for teachers, there mushroomed a number of religious associations which were:

Ψ The Tanganyika Indian Schools Association (TISA).

Ψ The Tanganyika African Catholic Teachers Union (TACTA).

Ψ The Shambalai African Lutheran Teachers Union (SALTU).

Ψ The Christian Council of Tanganyika Teachers Association (TACTU).

In the scenario where several teacher organizations existed, there were activities and developments, which are worth noting as efforts to provide better services to members were being observed. Along this kind of development, changes noted included the following:

TATA communicated with "The World Confederation of the Teaching Profession (WCOTP) on bargaining skills and was advised to form a Trade Union. The first Teachers Trade Union was born on 17th March, 1958 by TATA transforming itself into TUAT - The Tanganyika Union of African Teachers which became a member of WCOTP.

The Colonial Government was concerned with the strength of TUAT, hence strategically restricted any teacher with a monthly salary of Sh.1,170/= (for the 2003 rate, this is equivalent to one USA dollar) to join the Union. All TUAT leaders were

obliged to resign as a consequence leaving Government primary school teachers to lead the Union.

In 1955, The Tanganyika Federation of Labor (TFL) was formed and reinforced by law on 10th August 1962; when all Trade Unions were forced to join TFL. TUAT was therefore obliged to be a TUPE (The Tanganyika Union of public Employers, which is TUGHE today.

In 1958, TUAT had managed to submit to the Legislative Council (LEGICO) the following requests as noted by TTU (1999).

1. The need to have pension schemes.
2. The need for free medication in government hospitals.
3. Allowances while out of station on duty.
4. Transport expenses on duty and on leave.
5. Leave allowance, etc.

After independence from 1961 – 1964 (The years of the death of active free trade unions in Tanzania)

As in Appendix C, at the macro level for the labor movement in Tanzania, Uiso (2002, para 1) argues that historically, Tanzania has passed through two major phases of trade unions since the 1950s. The first workers' movement in Tanzania was the Tanganyika Federation of Labor (TFL) established in 1955. It worked hand in hand with the ruling party (TANU), which at the time was involved in the struggle for independence. This was gained in 1961. In 1964, the Tanganyika Federation was disbanded giving room to the establishment of the National Union of Tanganyika

Workers (NUTA), which was enacted by Act No. 18 of 1964. Just like TFL, NUTA's main objective was to promote the policies of TANU.

The political changes that took place in the country steered the need to have a trade union, which would cater for the whole country. It was for this reason that Tanzania Workers' Union or in Kiswahili, Jumuiya ya Wafanyakazi Tanzania (JUWATA) was established by Act No. 24 of 1979. JUWATA, as a mass of the ruling party (CCM), had, amongst other functions, to propagate party policies and sensitize workers as to their basic rights and obligations. Due to global demand for multiparty democracy JUWATA was abolished to give way to the of Tanzania Trade Unions (OTTU) established after the enactment of Act No. 20 of 1991, which repealed the JUWATA Act No. 24 of 1979.

The common trait shared by JUWATA and OTTU was that these were the sole trade unions of workers. The only difference was that OTTU existed as an apex with sectoral trade unions under it. During the era of JUWATA sectoral unions did not exist. In the times of OTTU some employees were able to organize themselves within their own trades e.g. Tanzania Railways Workers Union (TRAWU), Tanzania Industrial and Commercial Workers Union (TUICO), Tanzania Union of Government and Health Employees (TUGHE), Tanzania Local Government Workers Union (TALGWU), Researchers and Academician Workers Union (RAAWU), Tanzania Plantation Workers Union (TPAWU), Hotel, Domestic and Allied Workers Union (CHODAWU), Communication and Transport Workers Union (COTWU) and Tanzania Mines and Construction Workers Union (TAMICO). However, these were not registered in their own capacity but were affiliates of OTTU. It was in the light of the above that a new

Trade Union Act No. 10 of 1998 was enacted in order to accommodate the desired demand for multi trade unions.

The Government, through consultations with WCOTP agreed to allow TUAT to be a member of TFL, which was the labor centre in the country for all the trade unions., and that came to be on 24th November, 1962. On 20th December, 1962 TUAT invited all other Teachers Associations in the country with the mission of forming an umbrella for all teachers. On 2nd January, 1963, the Tanganyika National Union of Teachers (TNUT) was formed and became affiliated to TFL too.

In 1964, The Tanganyika Federation of Labor (TFL) was abolished and The National Union of Tanganyika Workers (NUTA) was legally registered. This meant that all trade unions, which were members of TFL were also abolished by default. The year 1964, I claim can be treated as the year of killing the organic growth of the trade union movement in Tanganyika under the free trade union movement without control from the ruling powers to be. Later, in the political history of the country, Tanganyika became known as Tanzania Mainland.

The time of the monopoly of a monolithic trade unionism (1964 – 1991)

Tanzania has since 1964 gone through a monopoly of one trade Union (NUTA - an organ under TANU (1964-1977) and JUWATA organ under CCM (1978 - 1991). TANU was the ruling party up to when it became CCM, and is still the ruling party. All the trade unions by industries were under one basket and were directly under influence of the ruling party. The trade union was called an organ so that it can fit into the political structure of the government under the ruling party.

This historical picture gives the reality that has shaped where the union is and that Table 41 gives the summary of the major events as things were folding and unfolding in the struggle to have a teachers' union. Before the birth of TTU, there was the registered association of teachers, CHAKIWATA and the wing of OTTU referred to as Teachers Section. All along teachers had shown their concern for having their own Trade Union instead of being in the umbrella of NUTA/JUWATA. The formation of CHAKIWATA (The Tanzania Professional Teacher Association) in 1985 was the initial governments' response to give teachers their professional apparatus in professionalism and professional code of conduct. The intention was to separate the role of a teacher with professional roles and the welfare aspects. This concept was not at all in favor with CHAKIWATA. It was like a bitter pill to swallow, and CHAKIWATA had to be patient and see how the political dye was being rolled for its maximum benefit.

In 1991 of Tanzania Trade Unions (OTTU) came to being when free trade Unions were allowed to be form. This move resulted in opening the eyes of the teachers who had always wanted to have a forum for that they could discuss and even make demands to the Government or for that matter to the employer.

The end of monolithic trade unionism in Tanzania

The registration of the Tanzania Teacher Union, I claim that it opened the eyes of many Tanzanians who were shy and afraid to press for their basic human rights. It was indeed an eye opener for the rest of the populace of the nation who wanted a role model to follow and TTU did provide that kind of role at the right time with the right government on power.

Once again, OTTU was affiliated to the political party as it had been operating in the socialist block of managing political systems. Whereas CHAKIWATA was a full fledged professional association, OTTU Teachers Section concentrated only on the welfare aspects of the teachers. As CHAKIWATA was operating, it was found difficult to talk to teachers with hungry stomachs and hence the need to combine the two roles of professionalism and the welfare aspects. As OTTU teachers' section wanted to continue with the same function without the professional role and CHAKIWATA wanting to combine both roles, a conflict resulted and had to be resolved on the negotiation table with both Government support and with an international body. It was this process that has formed the union that needs a full story to narrate and document the lessons learnt.

The net result of the joint efforts is that Tanzania Teachers' union was registered on 1st November, 1993, with a registration number TU.002 under the Trade Unions Ordinance Cap.381 of 1956 Section 10. Elections of TTU leaders right from branch level up to the National level came to the climax on the 25th and 26th May, 1994 when the national conference was held, constitution approved, and national leaders elected. TTU became a symbol of a free and democratic trade union in Tanzania whose membership caters for both teachers in public as well as private institutions.

Preamble of TTU and Union Objectives

Whereas, We the teachers of the United Republic of Tanzania have great responsibility of educating the masses and prepare good leaders of the present and the future of this country;

Whereas, the teaching profession needs education, knowledge, understanding, impartiality, patience and love;

And whereas the teachers like any other citizens in this country have the right to get essential services such as health, food, transport and other social services;

Now, therefore, we teachers collectively declare to unite and form our Trade Union – which will ensure that all teachers implement their obligations and get all their rights, which they deserve, from their employers.

MOTTO of the union: Responsibilities and Rights.

The TTU was formed through a struggle between the then Professional Association of Teachers and the defunct Organization of Tanzania Trade Unions (OTTU). The union has the characteristics of a national movement with a membership that consists of one third of the whole public sector employment in the United Republic of Tanzania. This is because the total number of civil service employees is 350,000 as it has been noted by Sawe and Maimu (2001, p. 2).

There is a need to document the struggle in the formation of the union. There are lessons to be learnt in that the union spearheaded its formation process. What were the obstacles and hurdles that led to the Government to register the teacher union? The net result of the joint efforts is that Tanzania Teacher Union was registered on November 1, 1993. The registration number is TU.002. This is under the Trade Unions Ordinance Cap.381 of 1956 Section 10. Elections of TTU leaders right from branch level up to the National level came to the climax on the 25th and 26th May, 1994 when the national conference was held, constitution approved, and national leaders elected. TTU is a free and democratic trade union whose membership caters for both teachers in public and private institutions.

Nearly all TTU leaders have come from the classroom teaching. Thus, they do not know much about Trade unionism. They lack the skills needed to give better service

to the members. These challenges to TTU ensure that leaders are trained adequately to enable them handle Trade Union affairs.

The union has the following main objectives.

- To promote and protect the dignity/status of the teaching profession including observation of the highest form of moral values, understanding, knowledge and skills.
- To observe, promote and protect the welfare and conditions of services to teachers and staff in education institutions ensuring that there are enough incentives and conducive environments which motivate teachers to adhere to professional ethics.
- To encourage academic and professional know how to the actors who give services to schools, colleges and all sections, dealing with education.
- To be the source/center of publications for advancing the teachers, members and the general public.
- To encourage teachers to carry out their work effectively, emphasize that they should be role models for good work, neatness, and behavior.
- To ensure that teachers assemble from time to time to discuss development and problems. Strictly thus, TTU is non-partisan, and it operates in the principles of democracy and trade unionism.

Table 4: The History of the process of forming a teacher union in Tanzania.

Time	Comments
Before	Trade unions active in demanding their rights and recognition.
Independence	
1955	The Tanganyika Federation of Labor was established. As a unity pressure group to work for UHURU (Independence)
1955 – 1960	Trade union movement focused on gaining independence
1961 – 1963	Testing period as to whether to continue as before or to accept a situation that could not allow for the Freedom of Association and the Protection and the Right to Organize ⁵
1964	Trade unions abolished to give way for monolithic trade unionism. The birth of NUTA under Tanganyika African National Union, the ruling party at that time.
1964 – 1977	NUTA was the sole trade union and, therefore, teachers were meant to be members of the organization.
1977	NUTA gives way to Jumuiya ya Wafanyakazi Tanzania (JUWATA), an organ of Chama Cha Mapinduzi (CCM), the ruling party.

Continued next page

⁵ The Convention concerning the Freedom of Association and the Protection and the Right to Organize has been ratified in Tanzania in February 2000 when the date of the convention came onto force on July 4, 1950.

Table 4 continued.

1978 – 1991	JUWATA reigns as the sole trade union , which was a mixed grill for all workers and teachers as well being included.
1984	The Education conference in Arusha raised the issue of teachers to have a forum for expressing their concerns.
1985	Teachers not allowed to from a trade union but are favoured to register a professional association with the name Chama cha Kitaalamu cha Walimu Tanzania (CHAKIWATA).
1985 – 1991	CHAKIWATA establishing itself and getting recognition and support
1991	Organization of Tanzania Trade Unions (OTTU) is born under the OTTU act.
1992	The General Secretary reads in the Annual Conference at the Msimbazi Hall in Dar es Salaam, the declaration of transforming CHAKIWATA into a trade union movement.
1992	Education International makes an intervention that had been triggered by the declaration of CHAKIWATA as OTTU retaliates with full strength.
1993	Full mass media support for the course taken by CHAKIWATA, one cannot separate professional aspects from the welfare matters, they are two legs of one person, so need of separation.

Continued next page

Table 4 continued.

1992 –1993	Joint efforts of CHAKIWATA and JUWATA to form a free trade union under pressure from the Government after the signing a Memorandum of Understanding between them with the witnessing of the Education International Representatives.
1993	The first strike made by teachers, the myth of teachers unable to protest was shattered.
1993	November 1, 1993, the Tanzania Teachers Union (TTU)/ Chama Cha Walimu Tanzania (CWT) registered with Number TU 02.
1994 –1996	Internal strife in the new formed union as Union leaders are developing the capacity to run the union and in the process a common understanding is obtained.
1999	Changes of TTU/CWT made to cater for the coming election.
2000	The second general of election for the union.
2000 –2003	Changes in the constitution and TTU becomes a nascent NGO.

Accomplishments

Muting the Government proposal to force primary school teachers to enter into new employment contracts with the Local Government Authorities was a morale booster for the union. The Minister for Labor and Youth Development announced the MPs have ratified the ILO Convention No. 87 of 1948. Convention No 87 of 1948 on the Freedom of Association and Protection of the right to organize was endorsed by the ILO General Conference and member countries on 17th June 1948.

The strengths and weaknesses of TTU/CWT at the national level

At the national level, and as a matter of cementing the relationship between the Government and TTU/CWT, the National Executive Committee had a forum with the President of the United Republic of Tanzania in March 1999. This is a rare opportunity as few teacher trade unions in Africa can be accorded such a chance. TTU/CWT has enviable government relationships as compared to the other organizations in the Southern Africa Development Community (SADC) countries as it was noted by the President of the Southern Africa Teachers Organization (SATO) in international workshop held at the Kurasini Episcopal Conference Centre recently⁶. More strengths are as in the SWOT/SLOT analysis, Table 42. The Workshop took place in Dar es Salaam Tanzania from 30th April to 5th May, 1999 and the participants to the workshop were Teachers Organization from Botswana (BTU), Lesotho (LAT) Malawi (TUM), Mozambique (ONP), Namibia (NANTU), South Africa (SADTU), Swaziland (SNAT), Tanzania (TTU), Zambia (ZIMTA) and Zimbabwe (ZIMTA), Angola was not represented.

In pursuant of SATO goals of self-reliance and sustainability within these teacher organizations, TTU in collaboration with SATO hosted and organized a workshop to render the following themes:

☞ Theme one was on, “Financial Management, Resource Mobilization and Accountability” with the following sub theme which are to:

⁶ The workshop, which took place from April 30 to May 3, 1999, was one of the SATO peak activities for the year 1999 as well as the peak for the union.

- ◆ review financial provisions, policies and practices within SATO.
 - ◆ harmonize financial policies and practices within SATO.
 - ◆ promote effective utilization of scarce resources.
 - ◆ promote/enhance self-reliance within SATO.
 - ◆ enhance financial management and accountability within SATO.
 - ◆ promote good/best practices in planning and budgeting.
 - ◆ To enhance the al capacity of SATO and its affiliates
- 📁 Theme two was on, “Information Technology and Communication in Teacher s and in Education” whose sub themes were to:
- ◆ familiarize participants with information technologies and their uses.
 - ◆ maximize the use of electronic and print media in teacher s and education.
 - ◆ enhance membership mobilization/education/development through the use of information technology.
 - ◆ improve communication and enhance democracy among educators.

As it will be developed later in the report, the sub themes do reflect the kind of strengths/weaknesses the union has. The fact that the relationship between the union and the Government was mentioned by other teacher organizations outside Tanzania is an indicator the union has made strides in developing a culture of peace and harmony and not a culture of aggression with the employer.

Weaknesses/Limitations

The Limitations at the national level TTU is faced with the challenge of improving the quality of life of its members. The limitations of TTU/CWT can be seen

in the chart, which gives out some of the areas that need to be addressed to make the union stand on the two legs. The first leg is the professional one and the second leg is the on welfare aspects of the teachers. Both areas need emphasis because teachers cannot teach in the classroom with hungry stomachs.

The branch level is meant to be the most active part of the union. To the contrary, very few branches are that active depending on the elected leaders of the union. The strength at this level is that there is a legal forum where teachers can meet and air their views. This is the greatest strength. They can also plan activities of their choice and even plan to have fund raising.

The weakness at this level is that the branches are expecting to receive monies from their monthly dues so that they can plan their activities. Since the branches have few members, the contributions do not exceed Tz shs 10 000/= (hardly US \$ 12.5) per month which is not sufficient to have any plausible activity for a project. The branches have been complaining of not receiving their monies and have stayed put not doing some activities, which could have raised their morale in the teaching profession. At the branch levels too, charismatic leadership and committed teachers are still to come out for taking more challenging decisions and lead the union with ideas emanating from this level. In some branches, the union has been obstructed to operate by a few of the School Heads, as these heads are afraid that the teachers might organize some kind of a strike.

In Table 5, the SWOT (Strengths, Weaknesses/Limitations, Opportunities and Threats) analysis is presented for the organization.

Table 5: SWOT analysis for TTU

STRENGTHS	LIMITATIONS	OPPORTUNITIES	THREATS
The strength of membership, TTU/CWT is the only trade union in Tanzania with the largest number of members with a little over 90% of the total potential membership of almost 150 000 in the teaching profession.	The legal backing for collecting bargaining is not in place.	Donors and sister organizations are willing and ready to give solidarity support to TTU/CWT.	The check off system is as good as the employer is ready to honor it, if the system stops, the union will be at a low financial base.
Offices in the regions and districts are established and are functioning and some have telephone lines	Unskilled leadership: the union being new and nascent has leaders who are committed but lacking the skills for leading the union as compared to other unions.	There is a conducive environment for the trade union activities in the country.	Uninformed membership: The members need membership education, they have to know their responsibilities and rights.
Good relations with the Government and the employer agencies like the Teachers' Service Commission.	Generic trade unionism has to be imparted to the members as well as the teacher trade union concepts. Having being in a country where socialism was the order of the day where trade unions were part and parcel of the ruling political party, it is now proper to put in place the correct perspective of the teacher union movement. A member can join on his or on her own will but the union can belong to any political affiliation.	The Government has ratified the ILO convention No 87 of 1948 concerning the Freedom of Association and Protection of the Right or organize in the year 2000. It is like good omen for the new millennium.	The union may face the problem of each political party in the country to lobby for the union support in the political arena. The union may slip from being apolitical or non-partisan to become an affiliation or a political party by default
Effective leadership at the regional and the district levels	The role of the union in disseminating information to members is really limited. The vision of the union needs to be known to every member. The aims and objectives have to be internalized by each teacher. Each member has to know why the union exists and its sole purpose.	There are committed leaders and open democratization in the union matters.	The union does not yet have the experience capacity of handling the witty employers.
The union is gender sensitive. There is women representation at all levels and the top leadership is 50% women. The President and the Treasurer were women.	Lack of modern equipment like the e-mail and the Internet.	A new venture to go forward, innovate and facilitate programs.	Sustainable projects and programs for the union.
The union has a powerful position in the Tanzanian Trade union movement, as it is only the trade union in the country which has been registered out of other eleven ones.	Membership education is crucial for the line and staff function of the union.	Elections are conducted in a free non-hostile atmosphere.	The welfare aspects for teachers if not properly handled may weaken the membership of the union. Hungry teachers cannot teach when their stomachs are hungry.

Table 5 continued.

The union has international links with EI, AATO, SATO and other organization worldwide.	Solidarity is a key concept in trade unionization, and hence the dire necessity to have it enlivened, created and cemented in TTU/CWT.	E-learning, Information, communication, and technology utilization were TTU will do networking.	The danger of the union becoming a sweet union where the links with the employer (s) may be to close to effect trade union activities of agitation and collective bargaining.
The union has a policy document, which governs the running of the union in line with the constitution.	Branches are not yet as active as anticipated.	An area of investment	Sustenance and flexibility.
The union has co-operative and credit societies, which are thriving, in the regions.	TTU/CWT does not have tangible economic investments	Micro-financing would be a great opportunity.	Members who are credit worthy
The union has started publishing its own reference materials and has a newspaper for its membership.	Finances of the union: Need for financial management controls, which will raise more the status of the union.	An area of expansion	Sustainability.
The union has been able to stop the Government decision to transfer teachers to an employer, which the teachers did not favor for the time being.	Lack of strategic planning and direction for the union.	A base for strategic planning	Unpredictable trend of events
The union has a good constitution, which has representation from the grassroots level.	The administrative and managerial skills for the union to the regions and districts are needed.	A possibility for injecting managerial skills from the grass-roots.	The Government can un-register the union
Union leaders have been exposed to other unions and have been acclimatized to the trade union working culture for teachers.	The communication process of sharing experiences is not in place.	Developing a mechanism for building social capital.	Rigidity of some of the leaders
The union has been able to start training programs, which have taken off well.	Lack of transport for implementing the activities of the union.	Stakeholders to be invited and develop and collaborate in developing the vision and move forward in the direction of the union goals.	The unwillingness for the employer to cooperate.
The union has been recognized by the civil society and the general public.	Lack of empirical data to substantiate the status	The need to have the mechanism in place for bargaining.	The inertia for the Government to enact a law for the bargaining process.
The union has been able to survive despite some upheavals here and there in the union matters.	Unable to cope up with too many changes and reforms	Motivation for those who survive from union hardship from the employer.	Maintaining confidence with union members
The union has conducted several seminars and workshops with the sole purpose of building the capacity of the members and their leaders.	Post and impact assessment are not documented.	Making the vision and mission of the union clear.	Disagreement and feeble squabbles in the union.
The union has the ability to change leadership in a civilized manner.	Leaders want to continue clinging to power	Are the union leaders prepared for risks?	Daring to take challenges and risks.

Recruitment of union members.

With the formation of the Tanzania Teachers Union (TTU), a new hope for the teachers in Tanzania was enkindled. There appeared some kind of light in a tunnel. The new leadership had to take bold steps in strengthening the union. Teachers had to be registered and in the process more than a hundred thousand teachers (100 000) have been registered, as can be noted in Figure 4. The number of members jumped from the 42, 000 teachers of the former CHAKIWATA to almost 120,000. This is an increase of 185% within a period of five years.

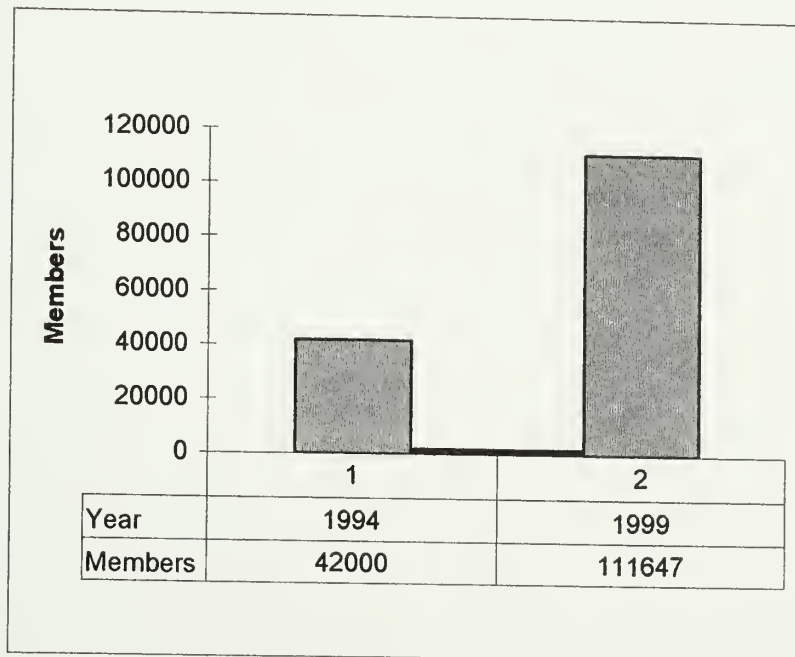


Figure 4: Membership growth

The finances for the union also went up from a low figure of \$ 32,301 to \$450,000 as income from dues for the union. This is almost fourteen times the union dues raised in the year 1996 as shown in Figure 5

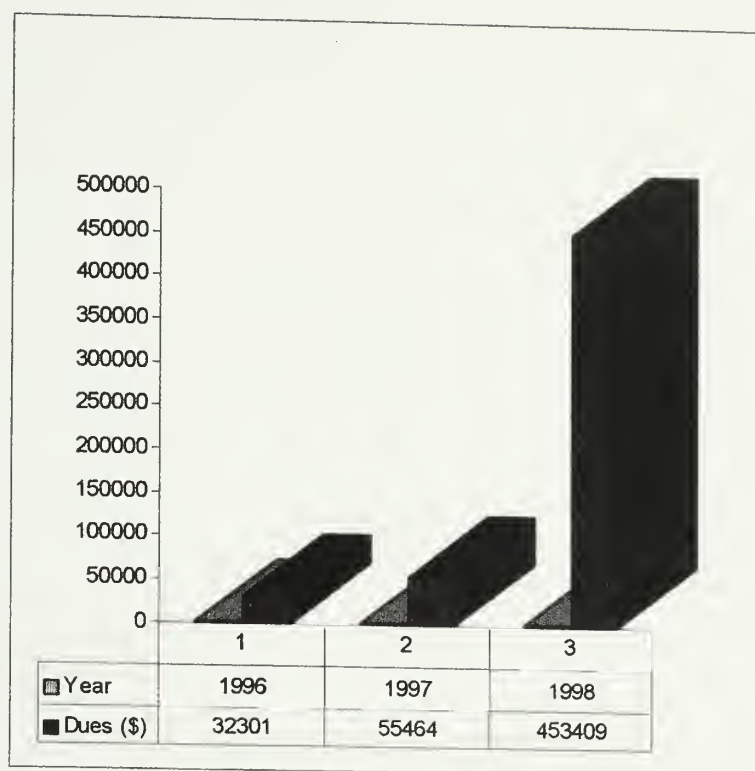


Figure 5: Audited dues from 1996 - 1998

In order to ensure that the union was on the right track, a lot of effort was taken to develop good rapport with other institutions as CWT/TTU cannot work alone in isolation nor can it work in a vacuum. This resulted in having the union been recognized by associations, Ministries, Government departments, NGOs, the Mass Media and other local and international bodies.

The net result is that there has been a lot of communication to enrich the union from all fields of strengthening the unionization of the labor movement in the teaching profession. Some other trades in other professions have envied us in the way we conduct our work with courage, determination and with a lot of patience not seen anywhere else in the Southern Africa Development Community (SADC) region.

There is one secret in the teaching profession, which needs to be looked at more critically. The pay is not enough. Even the small pay does not reach the classroom teacher at the right time, usually at the middle of the next month. Worse still, the teacher undergoes a lot of inconveniences, which are really uncalled for. This delay for salaries no matter what good reasons are given can never satisfy the *chalking* classroom teacher. This cry of delays has been so much said that it is now no longer appetizing talking about it. But suffice to say it is like a dormant volcano waiting for the right time for the explosion that will spare no one including the teacher. Hungry teachers besides teaching have families to take care of and also other societal responsibilities, which have to be done as well. If we do not cure the ills the teachers are suffering today, we may find the nation without the relevant teachers. Who is going to take the responsibility of restoring the house in order?

Some of the legal instruments of the Government.

Out of the sixteen objectives of the union as noted in the constitution, there is not one clear objective on the influencing policy formulation. One objective, however, item (k), aims at building a policy that shall protect the status of the female teachers by recognizing the natural state of their bodies and to ensure that their health is protected without discrimination in employment, leave, and other services, which other teachers deserve. This policy is within the union and may not be recognized outside the labor movement. In elaboration, the union defines policy as a plan of action adopted by the union that guides and directs union activities TTU (2001). In this context, the union is again showing that the issue of policy formulation in the education sector, has not been

given preference. This may seem natural as the union belongs to the LPLE whereby it feels it does not need to 'muscle' with the government in power.

In line with the above arguments, due to lack of clear involvement, TTU at the early stage of its existence, union activities were carried out with a mixed vision and interpretation for the two and half years after the first registration. This necessitated for a union policy, which provided inter-alia the direction for the union programs. Again, the policy is within the union. It talks about a recognition agreement and the collective bargaining process, which do not exist, as the employer has not given the union these succinct operational papers. In addition, the policy looks at the problems of teachers. There are statements, which have not been implemented and if they are to be implemented, then there may be the need for the union to change to a new paradigm. The best fit would be the HPHE paradigm.

In the current TTU policy, the following are the main headings.

- Recognition agreement.
- Grievance Handling and the negotiating machinery Terms and conditions of service
- Professional ethics.
- Education concerns
- TTU and management structure
- Union finances
- Information and communication technology
- Cooperation with other teachers.

Having seen the policy of the union, it is important to see the documents that are subjected to teachers who are members of the union. These are legal instruments that regulate the conduct of industrial relations in Tanzania. The laws and regulations in Tanzania are many and varied and not easily available to the common teacher in the classroom. Those available are expensive to buy. The Constitution of the United Republic of Tanzania and that of Zanzibar, the Trade Union Ordinance, the Security Employment Act, and the Employment Ordinance, only to mention a few, apply to all citizens of the country and teachers included.

TTU like any other union owes its existence to article 20 of the Mother Law of the land, that is the constitution of the United Republic of Tanzania 1977, and the Trade Union Act N. 10 of 1998. The following are the ordinances (before independence), legislations, laws, regulations, rules, standing orders, circulars, directives, financial orders that impinge on the union member directly and indirectly. Under ordinances there are: The employment Ordinance, Cap. 366 of the laws; The workmen's compensation Ordinance, Cap. 330; The regulation of wages and terms of employment Ordinance, Cap. 100; the Penal Code, Cap. 16 of the laws.

Under acts, there are: The Constitution of the United Republic of Tanzania, 1977; The Trade Union Act, No 10 of 1998; The security of Employment Act of 1962; The Industrial Court Act No 41/1967 as amended by Act No 3/1990 and No 2/1993; The pension Act of 1999; The National Social Security Fund (NSSF) Act; Local Government Service Act of 1982; The Medical Insurance Act, 1999; The Cooperatives and Societies Act; The Sexual Offences Special Provision Act, No 4/1998; The

Evidence Act, 1967 and under regulations, there are: Standing orders; Circulars; Directives; Financial orders and Trade union rules.

In all these legal instruments, the following are pertinent to the members of the union as they affect them directly and some will be given some elaboration.

1. The Constitution of the United Republic of Tanzania, 1977
2. Teachers' Service Commission, Act No. 1 of 1989.
3. The National Education Act No 25 of 1978
4. The Teachers' Service Commission Regulations –GN.459 of 1990.
5. The Trade Union Act No 10 of 1998.
6. Financial Regulations Part I and Part II.
7. The workmen's compensation Ordinance, Cap. 330
8. The Pension Act of 1999.
9. The Medical Insurance Act of 1999.

Teachers' Service Commission, Act No. 1 of 1989

The act popularly known as the TSC Act by teachers, it is the act that replaced the Unified Teaching Service Act of 1962. From this act, the regulations are derived, GN. 459 of 1990. This act is the cause of problems to teachers. Sometimes, teachers think it is the union or at times, the TSC is supposed to be the employer of all teachers. There is a contradiction from my own perspective that TSC is a disciplinary body as well as a conciliatory mechanism. I do not know how these roles can be played by the same nomenclature. It is a paradox and a dilemma to the union. TSC at some point compete with the union in doing social activities and at the same time the union has one

representative in each level of TSC. It is also confusing as TSC is a full arm of the government. Aquino (2000, p. 174) has noted that workplace conflict occurs when an employee perceives his or her interests as being obstructed or negatively affected by another party. My argument is that the same party cannot be the mediator.

The National Education Act No 25 of 1978

The act replaced the Education Act of 1969 and amended in 1995. It gives overall way of running education in the country. It is only limited to basic, secondary, and teacher training. The institutions of higher education are dealt with in other acts. My study is limited to the members of the union whose majority are not members of the tertiary levels.

In all the above legal instruments, the union has not been involved in its formulation. The union has accepted them the way they are. The need to look at them with a critical eye may raise some concerns with the employer. However, efforts have been made to make members aware of the legal instruments so that a dialogue can ensue. The efforts with sister organizations like EI, CTF, DFL-LO as noted by TTU (2001, p. 50) may open the eyes of the union members. Again, the awareness will increase if the union changes its paradigm to HPHE. The way it is functioning now will not be able to influence major education policy.

The union will, therefore start to critique policies after they have been made instead of participating from the beginning in the evolution of policies. The tendency for the union is to plan to take action after the employer has passed the law. It is imperative for the union to arrest the situation before the legislation is passed.

The union and decentralization

In 1995 government produced an Education and Training Policy and committed itself in 1996 to a sector-wide approach to programming. It led to the creation of the Education Sector Development Program (ESDP) and the subsequent formulation of the Basic Education Master Plan (BEMP whose overall strategic objective was to raise Standards 1-VII completion rates to 80% by 2010. It was noted that access to textbooks was limited, many teachers were under-qualified. Student-teacher ratios are still too low in some areas, teacher workloads need to be rationalized and the whole system made more efficient. There would be a drive to divest school ownership to local authorities and to give block grants to district schools with earmarked salary and non-salary shares.

This meant the decentralization of the provision of education from national to local government levels. The Ministry of Education was given the vision for policy planning and performance monitoring; establishing an effective institutional planning and budgeting framework and building capacity of quality monitoring mechanisms. In the whole process, the union was not involved, and also in the policy document, the name of a teacher union or teacher organization was not there at all. It was only when the union started to object the employer in the deployment of teachers and transferring teachers having a different employer, the district; that is, when the employer started to realize the value of the union. TTU justified its action by convincing reasons some of which have been supported by others worldwide. The union felt strongly that the teacher was being given too many duties and too heavy a load for him or he to bear as shown in Figure 6

Evidently, the eradication or even the substantial reduction of inequalities in any society- including serious disparities within the educational system itself – was far more complex and difficult affair than had initially been perceived. ...For example, educational leaders would lay out a new path toward equalizing educational opportunities for all children and youth only to be thrown off course by a powerful interest group or the wayward academic choices of students and their parents. (Coombs, 1985, p. 211)

Additionally, Coombs (1985, p. 212) stipulates that in many countries and in varying degrees of seriousness, the very systems that were to help cure inequalities were themselves full of disparities. The main disparities could be rooted in geographical differences or between sexes or rooted in socio economic inequalities. Decentralization can divide the states on ethnic groupings.

It can also be argued that other governments allow decentralization to favor a political party as noted by McGinn and Street (1999, p. 471). Such a stance creates internal bickering among the other political parties vying for political power in controlling the education systems. This kind of party favoritism is commonly found in countries which had strong one political party governance before the wave of multi-partysm came to Africa. Good countries in this scenario could be Kenya, Tanzania, Zimbabwe, Zambia and Malawi. When teacher unions are involved in the politics of political parties, the issue becomes complex. It has to be noted that being in a country with one political party, the unions have to dance to the tune of the ruling party and therefore such unions by default belong to the LPLE paradigm. They get dictums and government handouts as a way of their own survival.

What changes have taken place in the union since it was founded?

Teachers are complicated, intricately involved human beings who relate to the social and political world in a complex, multi-faceted fashion. Lightfoot (1973, p. 207).

The big changes for the union have in the areas that are institutional and much needs to be done on programming. The following are the major changes in the union.

- ◆ The method adopted by the union to collect its dues via the check-off has paid off. It is a system whereby the union deductions are done by the employer and sent directly to the headquarters of the union.
- ◆ The democratic elections have been conducted in time. Aspiring candidates for all positions have been competitive and qualified teachers. There was no outside influence and the elections were conducted from the grassroots to the top level.
- ◆ The procedure of replacing leaders of the union who are not in line with the paradigm of the union has been done in a professional and democratic manner. It was done by making use of the highest decision-making body; that is, the General Meeting of the entire union membership.
- ◆ The establishment of offices in 110 districts, 25 regions and the office of the Headquarters is also a change for the union to be proud of. Some offices have postal services, some have telephone lines and a few have computer facilities. It is only at the main office where there are fax and other modern amenities like the e-mail facilities.
- ◆ The collaboration efforts with the sister organizations as will further be detailed in the study is another good change. This has enabled the union to

establish solidarity with other unions across the world. A list of training programs with the support of sister teacher organizations is in **Appendix E**.

- ◆ There has been an effective National Executive Committee which was duty bound to oversee the day-to-day activities of the union. The committee plans all the major functions at the macro level and at the same time provides directions to the lower bodies of the union.
- ◆ The union has been able to install in the membership the concept of forming economic ventures and has been received by the lower levels with zeal. Though the union is a long way from relying on its own funds, it is a step towards depending less and less on the union dues.
- ◆ The women teachers in the union have been fully involved in the whole process of leadership. There is a women' wing for coordinating women issues. There is a woman representative in every level of leadership and every workable committee. The ratio of women to men teachers is 2:3.
- ◆ The attendance of union meetings is phenomenal. My experience is that for every meeting called, members have been there. Both men and women attend the meeting and participation has been effective in shaping the union.
- ◆ The union has been able to change its constitution for those areas found problematic. Any change in the constitution has followed the very constitution that wants to be changed. Voting has been a way of life for the union.

- ◆ The union has been able to solve problems when in crisis. The crisis of the union in the Zanzibar was well solved and still the mainland union would still like to see how the teachers in the isles have a union of their needs.
- ◆ The union has good links with the employer, though the Government has not yet collaborated with the union in putting a collective bargaining machinery in place.
- ◆ The union has been able to collaborate with the Tanzania Education Network (TEN/MET), which celebrated its first year during the climax of the Global Week of Action in April 2000. Tanzania Education Network/Mtandau wa Elimu Tanzania (TEN/MET) is an informal networking grouping of international, national and local NGOs and CBOs in the education sector. It is a flexible, inclusive network, able to provide a forum for sustained dialogue through capacity building and information sharing. Through organizing ourselves, we are able to be both pro active and responsive to educational developments in Tanzania. The Steering Committee of TEN/MET of which TTU is a member, organized 100 NGOs coming together to tell the Government of Tanzania that she has not implemented the Jomtien Declaration that was made in 1990. It is to be noted that that activity was also taking place worldwide with similar coalition NGOs or NGOs to other Governments at the same time.

What linkages the union has with international organizations?

Education has in recent years become an important issue for many development NGOs and other non-government organizations, like teacher unions, in their advocacy work at the national and international level. Danida (1996, p. 11) had claimed that Sub-Sahara Africa ranked as the weakest of all the world's developing regions. Despite a promising start in the immediate post independence years, the continent-with few notable exceptions-was experiencing a general decline in educational provision and educational standards.

Investors must respect trade unions

I need to introduce a caution in working with the international investors who may take interest in education or other sectors of the economy. A researcher with the Trade Unions Congress of Tanzania (TUCTA) as noted in the Guardian (2002, p.1) has come out with findings, which indicate that foreign investors have an unfriendly attitude towards bodies that aim to protect the interests of workers. In an ILO sponsored workshop it was said that employers are usually reluctant to release accurate and relevant information that are essential to facilitate effective workers' collective bargaining. Having strong and effective trade unions is ultimately not about making matters difficult for investors. It is about fairness, goodwill, and good working environment, which would benefit both the employees and the employer.

The function of a genuine trade union is not simply just about fighting for the rights of workers; it is also about educating workers on their obligations. Workers in today's Tanzania, more than ever before, understand just too well about the essence of

taking their jobs seriously. Gone is the era of laxity when many of us considered it the role of the government to ensure everybody had a job, and kept it. We believe that Tanzanian employees are fully conscious of their obligations in their work. This notwithstanding, we can't rule out possibilities of a few unscrupulous investors taking advantage of the state of job scarcity to infringe upon basic rights of the workers. The government must therefore play its regulatory role to ensure that trade unions function as they should, so as to safeguard the welfare of workers and that of the country's economy.

What political challenges the union faced in its early days?

The early part of the union was thorny and in confusion and chaos. The top leadership was operating on different paradigms, one operating on LPLE and the other one on HPHE and a few on LPHE. Some of the individual members could be operating on LEHP, especially those who wanted to become Members of Parliament. With this scenario, at some point the General Secretary could call a meeting and the President could also call a meeting at different times. What was unique was that in all the meetings, there was attendance but one had to be cancelled. This confusion went on and at some point; there came order from the disorganized chaos.

I tend to theorize that since the union is a joint venture between CHAKIWATA and the wing of the defunct JUWATA teacher section, members of each group came in with a lot of expectations. CHAKIWATA members claimed their members came directly from the schools and they felt that the union was their proper organization. CHAKIWATA did not have affiliation to the ruling party. The other group was

affiliated to the ruling party and it was an organization where all the workers were whacked together as workers of different professions, such shoe makers, engineers, doctors, teachers, hotel managers, house workers, carpenters and any employee that was in the payroll of the employer. It was a system of affiliation to the ruling party so as to have political solidarity. It worked so well at that time.

CHAKIWATA was pointing out that it had the right to form its own association as per ILO convention No. 87. This was very disturbing to the status quo of union formation in Tanzania. There was one big advantage with CHAKIWATA. It had existed and had shown what it was doing to the teachers. It also had natural links with the mass media. Some of the members of CHAKIWATA happened to be journalists and therefore, the support for the mass media was given more attention to them. There was team spirit in CHAKIWATA and decisions were made after careful scrutiny and after making consultations with different sources. CHAKIWATA believed in what was noted as follows.

Horace B Reed had three central themes namely, a belief in nonviolent social change, a commitment to community, and a dedication to education as a force for personal and social empowerment.
(Habana-Hafner, 1989, preface)

On the other hand the other group relied on being an affiliate of the ruling party, it thought they were under full protection. It was when the political system allowed for the formation of more political parties that the defunct JUWATA teachers' section was caught on the wrong foot. It could no longer be affiliate to the ruling party.

The conflict changed to one of survival. It was in the process of wanting a change for the better that a joint committee was formed to found the new union. EI had to make an intervention and a meeting was called for both warring parties to convene and a committee was born. The committee was to be chaired by a neutral Chairperson who did not have the power to vote. He was to facilitate and make decisions. The committee had five members from CHAKIWATA and five from the defunct Juwata teachers' section. The details are as seen in Appendix D.

With the formation of the committee, it took 23 meetings in one year beginning from 1993. In all the meetings, all the paper work was done for forming the union. The Chairperson was commendable to make the two groups agree on most of the issues. As the union was registered as I had written earlier and with elections, confusion raged. JUWATA teachers' section wanted to have all the elected leadership positions and it was not that possible as it was a fair election. The Majority of CHAKIWATA members were elected as leaders of the union in many districts. At the top leadership, it was a different story. It was a mixture and that is why the paradigms come to play as outlined above. It took a period of three years; it was after new elections that people of the same paradigm came into power.

What linkages are there between the policy makers and the Tanzania Teachers Union in the implementation of educational policies?

When unions are actively involved and teachers empowered in the process of whatever a program, the one who would benefit most is not only the state but also the very children who have been denied education without their choice. Without the full involvement of the union, it has been noted that

... When teachers are ignored, and when reforms come from above or are not connected to the daily realities of the classroom and the local environment, even the most expensive and well designed interventions are bound to fail. Poorly educated, underpaid, overworked teachers can become reflective, empowered professionals. Craig (1998, p.141)

These professionals fall squarely on the teachers' unions as forces, which have been left out in the policy equation. The union exists for the teachers. From the data collected, the teacher union is involved after the policy has been made as noted earlier in the study. It can be argued that because the union was in confusion at its beginning, the policy makers could have ignored them. However, as the union regained its strength, the formulation of education policies had the union wanting to be involved from its early stages.

In addition, firms do not exist in vacuum. They are embedded within an inescapable web of relationships, constraints, and expectations imposed upon them by actors both within and outside the firm. Hoffman and Ventresca (2002, p. 152).

Internationally, NGOs, particularly Oxfam and Action Aid are linking up with Education International for which TTU/CWT is an affiliate. (the world wide teachers

union federation) and yet in Tanzania existing links between NGOs and Tanzania Teachers Union/Chama cha Walimu Tanzania are not as strong as they should be. It needs a lot of linkages and more networking in specific domains, one of them being in basic education advocacy campaign. In an education review commissioned by Oxfam, 1997, it was observed that it was hard to have comprehensive and readily comparable information about NGOs in the education sector in Tanzania. The report noted further that NGOs are neither working together or linked to share information about their activities, TEN/MET (1999:3)

There is weak participation of and links between stakeholders. There is the need to involve key stakeholders more extensively in decision-making and to introduce a two-way, top-down and bottom-up approach for those articulating education policies.

The bottom-up approach has been notably lacking with teachers not involved in policy-making and planning, parents not involved in school management and decision making but expected to bear more of the cost-sharing burden, and school committees having ownership of schools but not understanding what this means legally and practically. The role of civil society s has not been clearly discussed and defined, and the staff of the Ministry has innovative and modern ideas but these do not get translated to practice at the school level as noted by CARE Education Sector Strategy, 2000. The management of funding by various social partners needs also the financial aspects of accountability and TTU is no exception. TTU also needs time to study who to work with in lobbying for policy formulation as well as in other matters of partnership as has been said as follows.

Despite significant time and analysis spent on partner selection, CARE Tanzania cannot know partners well until a period of close collaboration has elapsed. As a result, critical weaknesses in partner capacities may not be clearly identified before losses, usually of financial resources, occur. Losses are not bad, however, as long as learning results, change occurs and CARE and partners are transparent with each other in addressing the weaknesses that resulted in losses. (CARE International Tanzania Education Sector Strategy document, 1999, p. 34)

In the formulation of policies, donors are in fact meeting most of the development budget. These include: DFID, EU, SIDA, IrishAid, UNICEF, World Bank, CIDA, DANIDA, NORAD, GTZ, DGIS and FINNIDA. The following are current Programs/organizations in Basic Education in Tanzania

- a. ActionAid Tanzania
- b. Aga Khan Foundation
- c. Book Management Unit in MoEC (SIDA, World Bank, EU, DFID, Netherlands)- provision of textbooks to cover all primary schools
- d. CARE Tanzania
- e. Community-Based Education for Girls (CBEG) (CIDA, UNICEF)-reduce imbalances between girls' and boys' life opportunities in selected districts in Mainland Tanzania
- f. Complementary Basic Education in Tanzania (COBET) (CIDA, UNICEF)-provide alternative schooling for out-of-school children

- g. District-based Support to Primary Education (DBSPE) (DANIDA, DGIS, FINNIDA)-facilitate the implementation of major components of the Basic Education Master Plan (BEMP) within the framework of ESDP
- h. Education II Project (ADB)-improve the quality of education through BEMP
- i. Human Resources Development Program (HRDP) (World Bank) and strengthen the education sector through raising the quality and enrolment of basic education
- j. International Program for the Elimination of Child Labor (ILO)-stop poor school enrolment, attendance and dropouts which tend to increase the chances of child labor
- k. Primary Education Project (NORAD, UNICEF)-improve the quality of primary education with a gender balance in a select number of districts
- l. Save the Children Fund (UK)
- m. World Vision Tanzania

Table 6 gives some more International Non Government Organizations (INGO) that can form some degree of partnership with TTU.

Table 6: INGOs/NGOs activities in Tanzania

NAME OF THE NGO	TYPE OF PROGRAM	PARTNER/COLLABORATING WITH
1. CONCERN	Small community project - vulnerable women and youth	Local NGO - Youth Cultural and Information Center
2. HelpAge Tanzania	1) Advocacy and Publicity for elderly vulnerable people 2) Capacity building to run income generating activities to be run by elderly vulnerable groups. 3) Income generating activities for CBOs run by elderly vulnerable people.	Christian Rescue Services
3. COOPIBO	Networking with other NGOs and GoT on program matters. COOPIBO does not a specific projects in Dar es Salaam during the period of the study	NGOs and GoT
4. Save the Children Fund	Research on street children	UNICEF
5. Catholic Relief Services	Disaster relief, food and nutrition, and social welfare	NGOs, CBOs
6. The Agakhan Foundation	1. School improvement project - Capacity building to School committees, Teachers. 2. Support to Teachers Training center	MoEC, City Commission
7. Norwegian People's Aid	1) Food distribution and food for work. 2) Institutional support to the Psychiatric Institute	◆ NGO coordination bodies ◆ NGO department in the Govt. ◆ Psychiatric Institute
8. Voluntary Service Org.	1) Provision of teachers to primary schools. 2) Provision of VSO to Projects	◆ AgaKhan Foundation, MoEC, ◆ Ministries concern
9. National Income Generation Programme	1) Capacity Building for credit Organizations. 2) Appraising credit organizations - Generating Program.	INGOs & NGOs
10. GTZ	Urban Vegetable growing	Ministry of Agriculture
11. STOAS	Urban Agriculture	Ministry of Agriculture
12. Urban Health Project	Urban health	Ministry of Health, The Dar es Salaam City Commission
13. Comm. Dev Trust Fund of Tz	Micro finance	Rural groups
14. Sustainable Dar es Salaam	Promote DSM city	The City Commission
15. Tanzania Aids Project	1. Condom social marketing 2. Distribution of essential health items	Ministry of Health, NGOs
16. Africa Education Foundation	Street children	UNICEF
17. Marie Stopes	Family Planning/reproductive health	Ministry of Health, USAID

Continued next page.

Table 6 continued.

18. Plan International	Upgrading of basic services	NGOs, Ministries
19. Irish Aid	Upgrading of un-serviced settlements	NGOs
20. Ford Foundation	Community based programs	City Commission, UCLAS, ILO, UNDP
21. Journalist Environmental Association of Tanzania	Environmental issues/projects	NGOs, NEMC, Government
22. Tanzania Media Women Association	1) Lobbying and advocacy on gender/female violence through media 2) Provide Counseling and legal advice to women & children victims of domestic violence	Government, INGOs, NGOs
23. AMREF	Health - STD/AIDS	INGOs, NGOs
24. Population Services International	Health – Social marketing of condoms	INGOs, NGOs
25. Tanzania Mozambique Friendship Association.	Relief & Rehab. Education, Health, Income and community development	INGOs, NGOs, Small groups.
26. Tanzania Home economics Association.	Health, Food security, environment	Women groups, INGOs
27. Taaluma Women Groups	Income, Health, basic education, leadership Gender awareness and analysis	INGOs, Small groups
28. Tanzania Teachers Union	Education	INGOs, School committees, Communities
29. KULEANA	Children's right, health – AIDS with women groups	Street children, women groups
30. Wildlife Conservation society of Tanzania	Wildlife conservation issues	INGOs, CBOs
31. Tanzania Midwives Association	Health - Reproductive health	INGOs, Private midwives, Ministry of Health
32. CARE International in Tanzania	Health, Integrated Conservation and Development, Education, Agriculture, Micro-enterprise, Emergency response	Government, Local NGOs, INGOs Communities
33. WAMATA (Walio katika mapambano ya Ukimwi)	HIV/AIDS	INGOs/NGOs & Government
34. National Environemt Management Council	Environment	Government, communities, INGO/NGOs
35. Jane Goodal	Research and education on wildlife conservation and animal welfare	Government, Schools, INGOs & NGOs

Source: CARE International Tanzania (1999) with some modifications.

How does the union distribute its scarce resources to its members?

The union has always preferred equality in its undertakings. In the first place, as political science relies on who get what, when and how, I think distribution of the resources is a big issue in the union. The goal is on equity, "Equity means treating likes alike." It might be important to note that in the process of equity there is something or an item to distribute and in the distribution process, there are three dimensions. These dimensions are:

1. The recipients (those who receive something)
2. The item (what is being distributed)
3. The process (how is the distribution being done)

These dimensions will play a big role in presenting the advantages and the disadvantages of equity.

The first advantage is that as in Stone (1997, p. 53) there is the historical concept of justice, which he has called the "end-result concept. An appropriate match is made by looking at the characteristics of the recipients or owners, and the characteristics of the items. One needs to look as to whether the distribution was fair as the end result justice and no one needs to go to the historical information of how the distribution came about.

Stone (1997, p.54) argues that most rational people want primary goods be distributed equally. Primary goods are items or activities that are very important to the union and shaped by the society. In this theory, the same society would allow social and economic inequalities if they worked to every one's advantage and open to every one.

An example is if teachers or doctors or engineers are going to receive higher pay, then there should be an equal chance for everyone to become a one.

There is a great advantage of thinking that there are resources, which are basic for human welfare and that there is the need for the government to redistribute to ensure that every one has the basic resources. The advantage of deriving the principles of equity by deliberating about rules for the just society without being biased knowing the union situation. For many things in life, such as prize lottery, national elections, or athletic competitions - we are quite willing to accept unequal results so long as we know that the process is fair. Equity does not mean uniform shares but only adequate shares and that it does not mean the same money to every one but requires a certain minimum of income. It does not mean to tax others to bring them to minimum but it has the meaning that the property rights can still retain their essential meaning- the right to use one's property as one wishes.

The cooperation from individual in the union can be measured and can be used to assist in the process of distribution of resources. In addition, this will favor policies that respect the individual freedom to acquire and use property. The distribution system may create business, jobs and employment for the individual teachers in the union. The disadvantages of the equality piece follow as follows.

There is the paradox of distribution pointed out by Stone (1997, p. 41) that equality may mean inequality, equal treatment may require unequal treatment and the same distribution of resources may be seen as equal or unequal depending on one's point of view. Defining fairness for original acquisition and transfers may be misleading. Distribution conflicts may arise because people may not agree on the

characteristics of the recipients and the items. A good example is with Masai ethnic group of Tanzania, who believes that once upon a time all the cows in the world belonged to them. They were the owners of cattle. In the historical process, other people came and stole their cattle. What happens now is that when a Masai finds a herd of cattle outside the Masai areas, he assumes these are the stolen cows and so he takes the noble duty of returning them to the "boma"⁷. In the process of taking them away from the proper owner, it creates a fight and it is the more powerful one in terms of weaponry who rescues the cows. This is quite unhealthy for looking at the historical aspect of distribution.

There is the problem of redistribution if one goes into the history of thinking that there was unfair distribution. This can be related to the nationalization of buildings by Mwalimu Julius Nyerere in Tanzania as the country was venturing towards an ideology for socialism. Thirty years later, the experiment of socialism failed and the owners are claiming what was nationalized and there is a problem of returning the properties to the former owners. This is difficult because rules have to be made and legislated to monitor the process and the Government may seem very unwilling to cooperate. It is like someone eating his or her own food, which has been already vomited.

The principles of distribution collide with those of liberty (freedom from constraints). Any policy based on end-result distribution is self-contradictory. By redistribution, one gives others the right to use the distributed resources and such people may not value what they have been given without having worked for them. As this is

⁷ The 'boma' is the home of the Masai clan. It also connotes the round topless shelter for the cattle.

done by interfering in other's resources by taxing or doing other means of taking from what others have to others who do not possess the resources.

The equity of distribution may stifle those who are individually motivated to create more wealth. People have a natural drive to work and if left alone without having what is produced by them, being given away, such individuals can work harder to bring more wealth to the union. Property is a social creation.

Some people in the union may feel the solution for the distribution of the resources as being unfair. The reason could be that they were not involved even those who got the distribution were given equal shares of the distribution. This is alluded to the first case of chocolate cake in the class of Stone. This can be equated to student trainees who upon completion, secure jobs while those without the teaching profession society and are still there struggling to be employed like their fellow teacher trainees.

The distribution could be divided on classes and thus there will be equal chances for those in the same status in the union. Those with less status get less or do not get anything at all. A good example is that if there is an exciting singer invited in the union and the fee to attend the show of the singer is fixed to be very high. If the fee is too high, though fixed by the union, only those who have the money will enjoy the company of the singer. At some point, the union leaders do so at the expense of raising funds for building a union building.

The distribution system may be divisive, socially disruptive and in the third world countries, the ugly head of corruption may crop up in the process. The distribution may create or destroy things of value such as loyalty, and union spirit. This will result in having the laissez faire, which hinders development. The simple

prescriptions such as "equal opportunity for all" or "treat like cases like" are glib slogans that mask the dilemmas of distributive justice. The union is internally divided as such it is very difficult to have horizontal equity (equal treatment for people in the same rank) and vertical equity (unequal treatment of people in the different ranks).

Rank based distribution is at the heart of the debate pay equity for women and this creates challenges to equity. The politics of affirmative action may come in where a policy of distributive preference to members of a group that have been a victim of historical discrimination may be considered.

With this background, distribution looks simple on the surface but complex when one looks at it through a digital camera of the well-articulated thoughts. The main financial source of funding is from the dues. The dues are distributed to the region, district and branch by a formula. The union has decided to distribute the total union fees according to the following ratio. The total is 100%. The staff members take 37% of the union's income. At the Headquarters, there are about ten paid employees. In each region, there are three paid staff members. There are twenty five regions. In each district, there are also three paid employees. There are 110 districts. In total the union has about 400 paid employees.

Headquarters	10%
Regions	10%
Districts	20%
Branches	20%
Staff salaries	37%
Solidarity fund	3%

How are conflicts resolved in the union?

Conflicts in the union were common as the union was in the formation stage. At the top, the leadership was all new, people who were elected and have not been working together. It took time to build mutual trust and it also took time to build a common understanding of how to run the organization. This kind of leadership misunderstanding was rampant for all the levels of the membership.

On the other hand, the members wanted to see the immediate results of having an independent trade union for teachers. The members wanted to see that all their problems were solved. They know longer wanted to see the employer mistreating them. The conflict for the union was that there was no mechanism for itself to solve some of its problems leave along the problems that were outside the union.

As a result, several committees were created to handle the internal conflicts of the union. There was a committee dealing with the hiring of union employees and developed some procedures that would minimize conflict in the union. There was another committee on finances that developed the management of finances. In addition, there was a committee on programming for the activities of the union. In all these committees, there was also the one dealing with the changes required for the union. All the committees developed mechanisms for solving conflicts in the union.

When a conflict was too big for a committee, it would be referred to the National Executive Committee and to the National Council. When the council could not solve the conflict, the matter was forwarded to the General Assembly, which had the final say on all matters of the union. It has to be remembered, conflicts in the union

starting in the lower levels had to undergo the same procedure of the relevant committees in the union constitution.

How is the union linked with political parties?

The union is not linked to a political party. What is coming from some of the data is that individual members have strong ties with particular political parties. This brings a problem when the individual is the leader of the union. A particular case when the Vice President had to relinquish his position in order contest being a Member of Parliament. Upon leaders coming with their philosophies of their political parties, at times, the meetings become difficult to handle. Each individual wants to have the meeting conducted in the way meetings are conducted in her or his political party.

Also, some recommendations are done so as to favor a particular political party. In some instances, some individuals belonging to another party may not vote for a resolution that might impact their political parties. When the leaders go visit some of the offices, they may have the influence of the party to which they are part of. It is still to early for the union leaders to stay away from their political affiliations.

Many teachers today cry for the old good days when the community valued teachers and cared for teachers. In the past two decades, teachers were the stars in the community. They provided advice on many issues to the society. They were also a shining example to the communities and role models for the young and the adults. Communities realized the teachers' value and that is why in some societies, communities mobilized resources to make sure that the teachers' families were comfortable.... The community confidence cannot be restored when it sees absenteeism in class, drunken teachers, shabby teachers and irresponsible behaviors by teachers. Ole Kambainei (2000, p. 6)



Source: HakiElimu (2003).

Figure 7: What has the child learned in school today?

Taken together, these aspects outlined above point to one major conclusion: the lack of democratic governance and opportunity for meaningful public participation constitutes the crux of the education crisis in Tanzania today. While enormous technical and managerial obstacles need to be tackled, the real challenge is more political in nature. HakiElimu (2003) believes this involves transforming key institutions, such as village councils and school committees, strengthening people's associations, such as student governments and teachers' unions, and broadening national policy-making processes, so that people can feel inspired and find a place from which to make a difference.

At the end of the day, the right to education will only be realized when citizens are able to do two things: to use local institutions to improve the circumstances of their own schools and to join with others to exert organized social pressure on authorities responsible for education. (Retrieved March 4, 2003; para 13 <http://www.hakielimu.org/situation.asp>)

CHAPTER III

LITERATURE REVIEW

In the literature about unions (Regini 1992, p. 14), Africa is sidelined as if it has no contribution. As a researcher from Africa, I consider this is a setback. I have, therefore tried to document the teacher union from Africa and this study will be useful for rest of the world.

The literature includes technical and non-technical material in order to build a solid foundation to explore research done on teacher unions. The section gives the rationale for the literature review, the organizational structure of the review and the areas for which review of literature has been sought from the body of the subject matter. In order to come out with themes at the end of the review, an attempt has been made to answer some or all of the following key questions. What is a teacher union? How do the concepts developed theorize about teacher unions as organizations? What is the status of teacher unions as reflected by the biggest teacher union in the world? What are the key issues that will guide this study of the Tanzania Teacher Union? Among others, all these key questions guided the review of the literature.

Literature review rationale.

The literature review rationale has enabled me know what has been written; both the published and the unpublished materials. The materials, enabled me focus on the subject matter by picking the relevant data: information, and knowledge. Strauss and Corbin (1996, p. 49) have noted that biographies, manuscripts, or other materials are helpful in guiding the researcher. Additionally, Creswell (1994, p. 20) says that

literature review shares with the reader what others have written on the subject matter that is closely related to my own study.

The concepts derived from the literature and the personal experiences are added together to provide a rich intellectual territory for building a body of knowledge on teacher unions. The literature review enabled me become familiar with the technical and non-technical domains of teacher trade unions, teacher organizations as well as the general language of the labor movement in the whole world. This literature will then be used later as secondary source of data.

As a matter of fact, bringing the literature into the writing demonstrates scholariness and allows for prospects of refining knowledge in the process of doing further research Straus and Corbin (1996, p. 52). Such literature can be used to supplement the field work. In the literature review, I was able to capture data through a process of deep attentiveness, of emphatic understanding about the topics under discussion Miles and Huberman (1994, p. 6).

The organizational structure of the review.

The review of literature has been written according to the following sub-sections.

1. The interests of teacher unions
2. The life of teacher unions.
3. Influencing educational policy
4. Organizational approach
5. Themes.

6. Theoretical model

The interests of teacher unions

The union's interests lie in defending the best interest of its members; the members' interest lies in getting the facts, as noted by Lierberman (1997, p. 3). Nee et al. (1999, p. 84) have noted that relationship building between a union and the employer could be affected by three variables; namely, consensus and commitment, trust, and power flow. They argued that there must be consensus both from the union and the employer. Management finds it hard to accept the notion of partnering with the union. They argued that unions are leery of high performance work system concepts. High performance work systems were seen as code words for non-union work systems. They discovered that change occurs through persuasion. Therefore, persuasion is a key word in teacher union activities so as to achieve its interests.

A teacher union gets support from then Ministry of Labor in the African and other third world countries. The union fights for professional life for teachers as well as for better working conditions. An interesting question has come up, 'Is there an intense opposition from the governments because of the role portrayed by the unions in political inclinations?' Are teachers free to join the union? Do teachers in Africa object to affiliation with the labor movement on the ground that labor unions are radical? These interests and others enabled the researcher find out what teacher unions do?

One author writing on organizations as political systems, started with the following.

I live in a democratic society. Why should I have to obey the orders of my boss eight hours a day? The company pays our wages, but that does not mean it has the right to command all our beliefs and feelings? It certainly has no right to reduce us to robots that obey every command. (Morgan, 1997, p. 153).

In this case, she feels that her rights as a citizen and as an employee conflict with one another. Additionally, her manager can tell her to vote with her feet and quit working and find another job where she can do as she wants. These extreme phenomena in organizations, have also been shared by Hardy and Clegg (1996, p. 623). They argue that the conceptions of interests are attuned to economic domination and subordination in organizations. With this conflict in mind, unions and in particular employers have to view their organizations in a different perspective when negotiating for better performance of the worker as noted by Bush (1995, p. 73), Morgan (1997, p. 153), Czarniawaska (1997, p. 95) and Silverman (1970, p. 208).

What has triggered me to undertake the study is that I have worked for many years in an environment where there no effective teacher union or a teacher organization in my country. This view has been shared in the following quote.

My initial interest in teacher unions grew out of the fact that teachers associations were weak organizations. Whereas others dismissed teacher organizations ... because of their weakness, I became interested in the reasons for their being and what could be done to strengthen them (Lieberman, 1997, p. x)

Additionally, Bascia (1994, p. 11) posits that it was the ambiguous or elusive nature of teacher unionism as a topic that first intrigued her. As Larson and Nissen (1987, p. 36) have noted, I needed to know the teacher union; its past, present, and its future. In Tanzania, teachers are regarded as the champions of new ideas and the

innovators and that any democratic revolution in Tanzania will be through teachers and their union. The union has a role to play in mobilizing the entire population to open the eyes of the populace for the freedom of association and multi party democracy. The process, which the union has undergone, needs to be documented.

Today's world heightens the need for useful research. Many organizations grapple with new and poorly understood problems as they adapt to rapidly changing environments (Mohrman et al. 2001, p. 357). Teacher unions in Africa are no exceptions, given the scenario that before the struggle for independence in African counties all the labor unions were focused on getting rid of colonial masters. The labor unions including teacher unions were all under the banner of solidarity working with the political parties for political independence. All unions at that time were political in nature to fight one common enemy with solidarity.

In addition, Portin (1998, p. 386) has noted that political acumen need not be viewed pejoratively as either manipulative or dominating force. Instead, the knowledge needed here is a deep understanding for the micro-political dimension of organizational governance, the means by which constituency interests and values are expressed, and an ability to understand the surroundings of an environment in order to influence decision making. Do teacher unions have such skills? The union has to re-conceptualize its organization in order to develop political acumen. The teacher unions have changed in meaningful and dramatic ways, with increased permeability of organizational boundaries. Given this change, the teacher unions need a set of new skills to cope with the unpredictable political environment.

For fifteen years, Randolph (2000, p. 99) conducted research that involved many people within twenty five organizations. He found that it is futile to wait for people to become empowered in a command and control organization. Additionally, he noted.

One of the frustrating points has been that both managers and employers want the same things, namely, employee engagement and involvement in work, employee pride and ownership in their work. Unfortunately the main inhibitors to reaching empowerment are found in the minds and actions of these very same managers and employees at all levels of organizations. (Randolph, 2000, p. 99)

The way the teacher unions organize their activities

Perrow (1970, p. 1) has noted that no matter what you do with an organization-whether you are going to study it, work in it, consult for it, subvert it, or use it in the interest of another organization—you must have some view of the nature of the beast with which you are dealing with. There are a variety of names for teacher organizations and some have different mandates and goals. I have realized that the name of a teacher organization has to respect the law of the land.

Grey House Publishing (1999, p. vii) has noted that a teacher association is limited to doing professional work, that of advancing teachers. Such associations are meant to disseminate information, host seminars, provide educational literature, and promote study circles. These associations take different forms, some are local or community based, some are national and some are international. The study has focuses on the national union of teachers in Tanzania.

International organizations outside the continent also have different names and the micro politicing is likely to be similar. An opinion has been expressed from a primary school teacher as follows.

Although freedom of thought, religion and political beliefs is guaranteed by the Japanese constitution, teachers are discouraged from joining the Teachers' union, political parties or religious organizations. (Morris, 1977, p. 47)

It is worthwhile noting that in USA, the most powerful teacher organization is called the National Education Association (NEA). So, even outside Africa, the names of teacher organizations vary. In England too, there is a teachers' association. The pattern of having associations, unions, or teacher organizations, varies across the world.

Education International (EI) is the apex of all teacher organizations, unions, or associations. This name contains neither names; teacher organization nor trade union. EI, however, has affiliated members from 357 teacher organizations across the globe. Of the 52 African countries, there are 40 teacher organizations. TTU in Tanzania is one of them. TTU is also associated with other international organizations like the International Confederation of Free Trade Unions (ICFTU), a global federation of democratic and independent national trade union centers. EI has developed working relations with a number of major international organizations like UNESCO, International Bureau of Education (IBE) and has consultative status with the United Nations Economic and Social Council (ECOSOC). EI cooperates closely in the implementation of joint activities with the World Health Organization (WHO), the International Labor Organization (ILO), the World Bank and the Organization for Economic Co-operation and Development (OECD).

In the literature reviewed, studies on trade unions have been mostly conducted in Western Europe and North America as noted by Regini (1992, p. 1). Few studies

have been conducted to document the organizational life of teacher trade unions from Africa where unions are the visible symbols of change.

Armstrong (2001, p. 250) argues that there is no such thing as an 'ideal' organization. This is a good starting point. He further argues that organizations are not static. There are changes taking place and people are creating these changes.

... managers are beginning to deal with their organizations in different ways. Rather than seeing them as a hierarchy of static roles, they think of them as a portfolio of dynamic processes. They see core organizational processes that overlay and often dominate the vertical, authority-based processes of the hierarchical structure. (Armstrong, 2001, p. 191).

There is more to an organization than just the structures and the organigrams or organizational charts. Armstrong (2001, p. 445) posits that new employees are likely to settle in more quickly and enjoy working for the organization if the process of socialization takes place smoothly. An organization is a site as portrayed in the following quotation.

Organizations are thus sites of situated social action more or less both open to explicit organized and formal disciplinary knowledges such as marketing, production, and so on, and also to conversational practices embedded in the social fabric, such as gender, ethnic, and other socially defined social relations, themselves potential subjects for formally organized disciplinary knowledges, such as anthropology, sociology, or, even organization studies. (Clegg and Hardy, 1996, p. 4).

Bush (1997, p. 9) supports the above argument. In addition, Bush writes that

management is a continuous process through which members of an organization seek to coordinate their activities and utilize their resources in order to fulfill the various tasks of the organization as efficiently as possible. (1997, p. 1).

What do we know about teacher unions? Are they useful to practitioners?

Dunham and Freeman (2000, p. 111) writing on leadership lessons from the theater, have found that there are practical insights that organization leaders can gain from an examination of the leadership skills employed by “best in class theater directors.” It is argued that effective theater directors are better off than their business counterparts at managing. If other organizations can benefit from this kind of leadership, it is my hope that the teacher unions could explore this concept.

Weick (1979, p .26) also argues that in organizational theorizing, we may utilize incongruity as a perspective. I have tried to anthropomorphize, reify, improvise, and reframe in writing about the union.

That all men and women are created equal, that they are endowed by their Creator with certain inalienable rights, that among these are life, liberty, and the pursuit of happiness. To secure these rights, governments are instituted by men and women, deriving their just powers from the consent of the governed. Within the orderly processes of such government lies the hope of the worker in advancing society toward the ultimate goal and social economic justice. (Constitution of UAW adopted at Las Vegas, Nevada June, 1998)

The precepts of democracy require that workers through their union participate meaningfully in making decisions affecting their welfare and that of the communities in which they live. Under solidarity, teacher organizations have to behave like organized trade unions as noted by Chakraborty and Bhattacharya (2001, p. 33). Roles have to be performed respectfully by teachers who are like all other workers. It has been realized that the internal organization and operation of most labor unions closely resemble one-party states as noted by Lipset and Galenson (1960, p. 216). In this case, there may be democratic organizations with legitimate and organized opposition. In addition, Stone (1997, p. 1) noted that paradoxes are nothing but trouble. Galenson and Lipset (1960)

have noted that the relationship between different unions is complex and competitive for those who participate fully in the organizations. This pattern is common in the labor movement and in dealing with local unions. There has to be an administrative system with defined patterns of responsibility and authority. Authority issues are handled differently by excellent captains as noted by Weick (2001, p. 120).

Morgan (1997, p. 348) argues that there is no current theory for every thing. It is further augmented that organizations are many things at once, organizations are complex, multifaceted and paradoxical. Any one metaphor can be used to make us either see the organization better, or blind and block us from seeing the organization. In other words, metaphors both create and distort insights into organizations.

The twentieth century is an “edge of chaos” as noted by Morgan (1997, p. 375) where there is a shift from a world dominated by bureaucratic-mechanistic principles into an electronic universe where new organizational logics are required. Additionally, Morgan (1997, p. 376) creatively emphasizes that managers have to get beneath the surface and understand what is happening at a deeper level and, as they are buffeted by the latest theories and trends, they have to develop and take their own stance.

Bolman and Deal (1997, p. 219) have noted that myths and other narrative forms such as fairy tales and stories provide explanations, reconcile contradictions, and resolve dilemmas in union organizational life. The following quotation reveals the inner side of unions.

Symbolic activities-such as rituals and ceremonies-provide directions in uncharted and seemingly uncharitable terrain...Metaphor, humor, and play loosen things up and take participants to a higher level. Modern reincarnations of such symbolic figures as heroes, heroines, shamans, priests, and storytellers offer interpretations of what life in organizations really means. (Bolman and Deal, 1997, p. 219).

I think the process of organizing within the union is unique. Teacher unions have organizational approaches and networks of relationships with other educational institutions. If the organizational approaches of the union are incongruent with the way it influences the educational policy, it may require a real effort of mind to fit them together. The union is complex in its day-to-day work. On waking up, no one knows what to expect. There may arise situations that require immediate attention of the whole union populace and therefore needing organizing in a particular way to influence particular educational policy.

Influencing Educational Policy

The organized teachers largely concentrated on securing personal benefits and improved working conditions as noted by Alkin (1992, p. 1444). The picture that emerges from the research is that unions are primarily concerned with members' welfare and not with matters of educational policy. Scant attention was paid to educational issues and reforms. Whatever went beyond goals of bread and butter was relegated to a lower priority as noted by Berube (1988, p. 141). Some of the major reasons for this limited focus on policy have not been determined in the research literature reviewed. I have tried to study and document on this research gap.

Weick (2001, p. 5) states, "I view organizations as collections of people trying to make sense of what is happening around them." Morgan (1997, p. 155) has attempted to unravel the detailed politics of organizational life, by which we are able to grasp important qualities of organization that are glossed over or ignored. In the light of rediscovering institution as the organizational basics of politics, March and Olsen (1989, p. 151) have noted that the equilibrium distribution of power stemming from this process is independent of the initial distribution of power.

Baum (1996, p. 94) has argued that political turbulence affects organizational foundation, while failure disrupts social alignments and established relationships between organizations and resources. In addition, Morgan (1997, p. 212) has noted that there is a real danger that such events may generate cynicism and mistrust in situations where none existed before.

Whereas the union is crucial in developing practical policies, involvement of other interested parties may hinder the growth of the union. The basis of a union is solidarity, a common identity and mutual commitment as noted by Nelson (1997, p. 47). Indeed, Obbo (2002, p. 1) rejected the application to register Uganda Teachers Association (UTA) as a trade union. According to him, to do so will create rivalry between UTA and Uganda National Union of Teachers (UNUT).

But a scratch beneath the rhetoric reveals the hard reality of the uneasy relationship between governments and trade unions the world over. Generally, it's in the interest of the state to "divide and rule" trade unions-the more fractured the unions, the better to play one against the other. No government or corporate business, for that matter, would go out of its way to encourage trade unions to merge in order to become even stronger. That's because the bigger the trade union the better its ability to flex muscles using sheer number of members, usually during strikes and walkouts. (Obbo, 2002, p. 1)

Unions are seen as portfolios of viable and unviable bargaining units. I doubt if the union in Uganda, will have the role of influencing political processes or structures. I believe that there is always a hidden agenda in the relationships between unions and governments in Africa. The question is, when will the unions and the governments have harmonious relationships to make valuable inputs to the educational systems. This quote reflects on the Ugandan issue.

Of course, Obbo is banking on one thing-that UNUT and UTA will never seriously consider the idea of talking about a merger. And so long as the two bodies are reluctant to sit down for a talk, the minister can turn around and say, "Well, folks, I would love to do something for Ugandan teachers but my hands are tied because UNUT and UTA are not even talking". Well, UNUT and UTA can call the minister's bluff by quickly entering negotiations toward a merger. (Obbo, 2002, p. 1).

Ogawa (1994, p. 527) has acknowledged that teacher unions were instrumental in the success of school-based management in an effort to restructure public education. It is further noted that teacher union may have been secondary to the policy actors in influencing the school-based management. Organizational and individual actors played a role. In the review of literature, it seems that the teacher unions cannot operate without the key players who are the leaders of the unions. In this case the organization and the individual players have a role to play in the process. Ogawa (1994, p. 528) has argued that the union has influence and commitment in reforms. Moreover, unions have to convince their members to carry out those reforms.

Unions and Governments

In my view, as teacher unions become more influential, the Governments in power may have to find ways to limit the powers of teachers. Lieberman (1997, p. x)

shares the same sentiments by saying that as the unions become more influential, they will be scrutinized more intensively than in the past.

The new strategies would include organizing the unorganized, developing new approaches, seeking mergers and cooperative agreement between unions as noted by Gray and Seeber (1996, 12). A question was posed when and with whom to merge. On the other hand, may exists mismatch between laws and educational reforms as noted by Gray and Seeber (1996, p. 181). This puts the unions in a difficult situation to negotiate with their employers.

have noted that In the future, institutions will matter deeply in society and teacher union activity over the next decade will affect the future of institutions in both public education and organized labor as noted by Kerchner et al. (1997, p. 193). If teacher unions have the will, they can play an important role in creating and formulating institutional changes.

Teachers have to be concerned with how their unions respond to, and shape teachers' political concerns Bascia (1992, p. 37). Unions have to be more democratic. Moreover, unions should not be distanced from political beliefs. A key question is, "What do teachers want from their union?"

Teacher unions, have often been accused of letting down teachers by supporting contractual provisions that reduce teaching to routinized activity. The higher the level of unionization, the greater is the potential solidarity for relevant workforce and the lower is its substitutability. It is the strike potential shown by unions rather than the occurrence of strikes that signifies union power as note by Armstrong, (2001, p. 747)

It has been noted by Carron and Châu (1980) at the international level, that conflicts arise between foreign representatives and the various national groups over the content of educational programs. In order to guide the national and the international context in harmony, there is a document on the Recommendation Concerning the Status of Teachers, mentioned briefly in the next paragraph.

The Recommendation Concerning the Status of Teachers.

The recommendation concerning the status of teachers was adopted in Paris on 5 October 1966 by the Special Intergovernmental Conference on the Status of Teachers, convened by UNESCO, in cooperation with the ILO. EI made the following preamble for recommendation concerning the status of teachers.

Adopted on 5 October 1966 at a Special Intergovernmental Conference held in Paris, the Recommendation was the first such international declaration on the status of teachers in history and it represented a giant step in defining the responsibilities and asserting the rights of members of the teaching profession throughout the world. The adoption came after two decades of exploratory meetings, proposals, and world-wide consultations with teachers and intergovernmental organizations. The origin of the Recommendation can be traced as early as 1946 with a request by the delegate of China at the First Session of the UNESCO General Conference to "draft and promulgate a World Teachers' Charter. (EI, 2002)

These recommendations cover the entire spectrum of the education industry. EI has claimed that it contains important sections on Guiding Principles, Educational Objectives, and Policies, which are of tremendous relevance to current situations, namely sections, 5, 8, and 9 of the document as cited herewith:

5. The status of teachers should be commensurate with the needs of education as assessed in the light of educational aims and objectives; it should be recognized that the proper status of teachers and due public regard for the profession of teaching are of major importance for the full realization of these aims and objectives.

8. Working conditions for teachers should be such as would best promote effective learning and enable teachers to concentrate on their professional tasks.

9. Teachers' organizations should be recognized as a force which can contribute greatly to educational advance and which therefore should be associated with the determination of educational policy. (EI, 2003).

The Education International submission to the Sixth Session of the Joint Committee focused on five areas that have been problematic in recent years with regard to the application of the 1966 Recommendation: decentralization, privatization, the activities of international financial institutions, teacher training, and the impact of political changes on the education sector.

Lieberman (1997, p. 3) noted that in both the National Education Association (NEA) and the American Federation of Teachers (AFT), any criticism of the unions was a criticism of teachers. The issue of diversity in unions leads me to think that the strength of the union is reflected on what Greenebaum (1986, p. 5) noted that the health of an organization depends upon the congruency of the vision of the organization. This exists in the minds, and hearts of the members.

Beale (1972, p. 708) has noted that the great source of good teaching is the teachers' association. This kind of organization takes the various forms as a teacher organization or as a teacher union for it falls in the genre of an organization of teachers for teachers. It is noted that some reformers blame the failures of educational system on the disproportionate influence exercised by the school board, local agencies (LEA), teachers' unions, and other members who comprise the educational system. My concern

is on the influence of the unions in some cases, as noted by Plank and Boyd (1994, p. 270) that Mexican school politics makes use of teachers' unions in collaboration with the local representatives of the ruling party to block educational reforms. Teacher unions are expected in my belief to raise the quality of the teachers both directly and indirectly through influencing good educational policies.

Mirel (1994, p. 515) concludes that it is important to recognize that fundamental political issues and interests will often play a decisive role in determining an educational change. Moreover, Mirel (1994, p. 516) pointed out that union protests will not be surprising in educational reform because the reformers do not recognize the importance that teachers place on protecting union contracts.

Developing this interest further, a research report prepared in Zimbabwe, written by Ross (1995, p. 403), did not mention the teacher union in that country. Despite omission, Ross (1995, p. 403) commended the good work and proposed it to be emulated by other Southern African Countries namely; Kenya Malawi, Mauritius, Namibia, Tanzania (Mainland), Tanzania (Zanzibar), Zambia, and Zimbabwe. If these recommendations are followed, it might mean again the absence of the teachers unions in all the policies developed. The whole document stresses a strong adherence to already bureaucratic Ministries of these countries, making the teacher unions unnoticed in the policy formulation.

It may also be noted that Gonnie and Scheerens (1996, p. 267) in discussing the relevance and feasibility of international comparative indicators on teachers, made no mention of teacher unions. Investing in the development of internationally comparative indicators could legitimize the human resource perspective. The largest single

component of the cost of education in any of the OECD (Organization for Economic Cooperation and Development) country members is the salaries of teachers.

Gonnie and Scheerens (1996, p. 276) have found that the ratio of teachers' salaries to the GDP per capita has remained stable, indicating no overall development in the status of teachers. The role of the teacher union in raising the welfare of its members is not even mentioned. The President of the American Federation of Teachers once explained the following.

We have got a very ineffective system right now, and if you go to schools and ask, 'Why don't they do things differently?' The complaint usually is, well we are just following the rules.' Ogawa (1994, p. 532).

Robertson (1998, p. 359) has noted that in the context of political and economic forces affecting the delivery of education services, many school leaders became reactionary and focused on management roles, or fled the field. While raising political concerns, Mirel (1994, p. 502) has argued that a central component of education reform needs the recognition and commitment of teachers along with the support of their unions. The support of the unions is essential for a change to occur.

The stance, "Getting the schools out of politics and politics out of the schools" sounds naïve and hypocritical (Mirel, 1994, p. 518). Reformers can no longer claim to be above politics. I would add that anything in the educational system both in the third and the western worlds is political. Education will never be apolitical. Having shown how interests are shaped the thinking of teacher unions, let us now look at an organizational approach.

Organizational approach

Morgan (1997, p. 350) strongly argues that it is the theory through which we observe a situation that decides what we observe. In addition, Bascia (1992, p. 37) has noted the inability of unions to challenge both the hierarchical and bureaucratic nature of schools and to react quickly to reform efforts with which their members differ ideologically. These limitations create teachers' discontent over decisions that fundamentally affect their work. Insights by Gray and Seeber (1996, p. 139) suggested that a team of unorganized, non-contract teachers can destroy the rights and prerogatives, which have been fought for and gained through collective bargaining.

From the school house to the White House, the teacher unions are the most formidable foes of meaningful education reforms -- reforms, which I believe are necessary to achieve superior educational outcomes for children at lower costs to parents and other taxpayers through competition. Despite their rhetoric, the National Education Association and the American Federation of Teachers, like other labor unions, were established to redistribute income from employers to employees and the unions. There is no incentive to reduce costs when taxpayers must pay upon demand. There is no reason to excel when the best employees are paid what the worst are paid. For decades, the NEA/AFT have negotiated highly ...contracts covering such items as hours of employment and compensation, teacher work load and duties, teacher qualifications, teaching assignments and seniority, benefits, teacher evaluation and tenure Taxpayer subsidies to the unions, such as paid time off for union work, use of school mail system, payroll deduction for dues and NEA/AFT PACs at no cost to the unions, and retirement credit for full-time service as a union employee Haar (2000, para 1)

Kochan (2000, p. 7) has noted that the future unions will need to take on a wider variety of functions. Collective bargaining may not be enough to voice member interests and exercise collective power. Research on collective bargaining has focused mostly on formal contract negotiations and grievance handling. This study will try to supplement the efforts of prior research on collective bargaining.

Edwards (1977, p. 1) has noted that collective bargaining is more of a political rather than an economic process. There has been much speculation and comments on the balance of power between unions and management in the labor industry. It was found out that if the workplace were unstable, political activity, at the community, state, and national level would become important.

The study on collective bargaining recommended that research be done to document how government policies might be adapted to reflect the needs of today's more diverse work force and varied employment arrangements. Both new ideas and voices need to be introduced into the policy-making process. I intend to make a contribution by injecting new thinking in teacher unions.

Kerchner et al. (1997, p. 194) have noted that the first task of a union leadership is to prepare the members for change. The teachers' union leaders who depend on political support from their employers are living in old institutions. Union leaders have to visualize institutional change and that opposition to institutional change is not stubbornness. Kochan (2000) notes that

I also want to use this opportunity to urge us all to look ahead, more than backward, because I believe the world of work is changing in ways that will require even more adjustments to the paradigm guiding industrial relations research, ... (2000, p. 2).

Borrowing from the work of Lawn (1985, p. 1), the concept of a functionalist monopoly that saw teachers as determinedly apolitical and conservative professionals within a benevolent state service needs to be looked into. Governments are reducing the flow of resources into education and treating schooling as a process of community production.

In the process, teachers are paid according to supply and demand and hence teachers are seen in terms of their productive capacities. Viewed in this manner, the involvement of unions is crucial in defending the interests of the teachers. The unions have to be involved in order to eradicate the lie to the gibe that unions are there, may be to cause trouble to the government in power. Lawn (1985) thinks highly of the teacher who is a member of a union.

Political thinking of the 19th century resulted in a pedagogism that made the backbone of harmonious economic progress inseparable from civic formation and which would make citizens more active and responsible for public things. The teacher was the ... priest of democracy. (p. 41)

Kurtz (1972, p. 9) noted that, Tanzania led all its neighbors to their independence, while it provided leadership for the development of literacy⁸ and socialism. Those African countries, while observing the changes, they received some encouragement. For the year 2000, the story was different in that, Tanzania no longer had the same status.

What has happened? At that time, the revolution was through education. It was a view shared by Buchert (1994, p. xiii). Education was selected by the Tanzania policy-makers as a determining variable to create a certain kind of society. The 2000s trend in Tanzania is no longer through education. Priorities have changed a great deal.

Themes.

Through the review of literature, the following three themes have emerged.

⁸ Literacy rate in Tanzania reached over 87% and it was the first in Africa under the able leadership of the Late Mwalimu Julius Kambarage Nyerere, the first President of the United Republic of Tanzania from 1961 – 1985.

1 Teacher union interests: What do teacher unions do?

Teacher unions like other labor trade unions operate under the assumptions of political or economic activities. Each union has a bundle of activities. It has to negotiate for its survival within and outside the educational systems. It may face hard economic times because it is operating in a terrain of turmoil and tension. Bolman and Deal (1997, p. 348) have argued that it is a political jungle in terms of scrambling for scarce resources. It is a threat to employers, just as is elsewhere, especially within African governments. The study will attempt to find ways of reducing the tension, while providing better insights for the union by documenting activities of the Tanzania Teacher Union.

2 The approach of organizing activities: Bread and butter issues.

Not all unions do the same activities with the same intensity. They have to organize in a particular way. Unions in the whole world have been putting a lot of energy on issues of “bread and butter” but very little attention has been placed on matters of educational concerns. Even the research conducted has been more on bargaining and collective negotiations than on issues of educational policy. The study on Tanzania Teacher Union will enable me to discern this weakness as to why unions ignore rather than address issues of educational matters.

3 Influencing educational policy

Teacher unions are doing activities that may have impact in influencing educational policies. The question being posed is, 'What does the Tanzania Teacher Union want to do to influence educational policy?'

When a union deals with an educational policy or a basic educational issue, at the micro level, the union has to have an organizational approach in the way it operates. In order to survive at the macro level, the union needs an organizational model for dealing with the Government, which is in power. And to effect good implementation of its activities, both at the micro and macro levels, I will develop an organizational model for the union. In other words, what is the instrument needed by the union in order to influence an educational policy?

In studying the interests of the union, its organizational approach and how the union influences educational policy, theory informs us of a variety of approaches. I have selected two of them. The first one focuses on the four frames as noted by Bolman and Deal (1997, p. 1) for analyzing the union. The second one is the theoretical model developed by Ofori-Dankwa (1993, p. 269). I start first with the four frames in studying the union.

The Bolman and Deal Four Frames.

I shall first give an analysis of four theoretical frames and later describe the way I had envisaged the union from documentary analysis by subjecting the union to

these theoretical frames. The frames are the structural, human resource, political, and the symbolic frames.

The structural frame.

Bolman and Deal (1997, p. 57) argues that there is no best way to organize. Organizations divide work by creating a variety of specialized roles, functions, and units. They must then tie the different elements together by means of vertical and horizontal methods of integration. The right structure depends on an organization's goals, strategies, technology and environment. Such organizations rely on authority, rules, and policies as the primary means for coordinating work.

The structural frame according to Bolman and Deal (1997, p. 37) has two main intellectual sources. The first one from the industrial analysis who wanted to design organizations for maximum efficiency. The famous industrialist was Frederick Taylor in the year of 1911 that is regarded as the father of time-and-motion studies. This approach is the scientific management. Others who contributed to the scientific management are Henri Fayol in the year 1949, Lyndall Urwick in the year 1937, and Luther Gulick in the year 1948. Their work led to principles focused on specialization, span of control, authority, and delegation of responsibility.

The second source came from Max Weber in the year 1946 who conceptualized monocratic bureaucracy that maximized norms of rationality. The main features of model include: a) a fixed division of labor, b) a hierarchy of offices, c) a set of rules governing performance, d) separation of personal from official property and rights, e) technical qualifications for selecting personnel (not family ties or friendship), and f)

employment as primary occupation and long term career. Blau and Scott in the year 1962, Perrow in 1986, and Hall in 1963 further revisited Weber's work. They both examined the relationships among the elements of structure. They questioned the choices of structures by organizations and the impact of structure on morale, productivity, and effectiveness. This analysis will have a reflection on teacher unions in the development of the paper.

With the above note, Bolman and Deal (1997, p. 40) give the following six assumptions that undergird the structural frame:

1. Organizations exist to achieve established goals and objectives.
2. Organizations work best when rationality prevails over personal preferences and external pressures.
3. Structures must be designed to fit an organization's circumstances (including its goals, technology, and the environment).
4. Organizations increase efficiency and enhance performance through specialization and division of labor.
5. Appropriate forms of coordination and control are essential to ensuring that individuals and units work together in the service of organizational goals.
6. Problems and performance gaps arise from structural deficiencies and can be remedied through restructuring.

As my study is focused on teacher unions, I cannot start from scratch, a view supported by Bolman and Deal (1997, p. 62). It is in this line of thinking that I would

like to search in the literature the configurations of Mintzberg with his five sector 'logo', as will be shown while describing Tanzania Teachers' Union. The operating core consists of people who perform the basic work. The middle line consists of the administrative component people who supervise, control and provide resources to the operating core. At the apex, there are the leaders of the organization who focus on outside environment, determine the mission and provide the grand design. The techno-structure houses the specialists and the support staff performs tasks that support or facilitate the work of others. Using this kind of analogy, Mintzberg outlined five structural configurations, as follows:

- simple structure, which are dominated by the top of the organization with decentralized decision making;
- machine structure, which is characterized by the standardization of work processes and extensive reliance systems;
- professional bureaucracy, where the standardization of skills provides the prime coordinating mechanism;
- divisionalized structures, in which authority is drawn down from the top and activities are grouped together into units which are managed according to their standardized outputs;
- adhocracy, where power is decentralized selectively to constellations of work that are free to coordinate within and between themselves by mutual adjustments as noted by Armstrong (2001, p. 187)

The human resource frame.

The human resource frame is built on core assumptions that highlight the following linkage:

1. Organizations exist to serve human needs rather the reverse.
2. People and organizations need each other: organizations need ideas, energy, and talent; people need careers, salaries, and opportunities.
3. When it fits between individual and system is poor, one or both suffer: individuals will be exploited or will exploit the organization – or both will become victims.
4. A good fit benefits both individuals find meaningful and satisfying work, and organizations get the talent and energy they need to succeed.

Bolman and Deal (1997, p. 103) ask the fundamental question, “How do we find and retain people with skills and attitudes needed to do the work?” In short, the human resource frame treats the organization as a caring family unlike the structural frame that treated the organization as a machine. This frame stresses relationships between people and organizations. This link can be strengthened by paying well, providing job security, promoting form within, training the working force, and sharing the fruits of organizational success. There is the need to look at the participation of workers, job enrichment, teaming, interpersonal and group dynamics, democracy, egalitarianism, and motivation of workers. In any organization, groups of workers operate at the process level or at the task level and that they come along with informal roles, group norms,

interpersonal conflict, and leadership. At the teacher union organization, it is expected such norms and anomalies will co-exist. Let us now see the symbolic frame.

The symbolic frame.

Bolman and Deal (1997, p. 217) claims the symbolic frame sees life as more fluid than linear. Symbols embody and express an organization's culture- the interwoven patterns of beliefs, values, practices, and artifacts that define for members who they are and how they are to do things. Symbols are used to find meaning in chaos, clarity in confusion, and predictability in mystery. Myths and other narrative forms such as fairy tales and stories provide explanations, reconcile contradictions, and resolve dilemmas. The following quotation reveals the inner side of the symbolism:

Symbolic activities-such as rituals and ceremonies-provide directions in uncharted and seemingly uncharitable terrain...Metaphor, humor, and play loosen things up and take participants to a higher level. Modern reincarnations of such symbolic figures as heroes, heroines, shamans, priests, and storytellers offer interpretations of what life in organizations really means. Bolman and Deal (1997, p. 219).

Elaborating further, organization can be seen as theater. In the organizations, plans are like symbols, plans become games in implementation, and plans are excuses for interactions. Plans can become advertisement and shown as jingles in the mass media. Such plans are adorned with glossy photographs of beautiful people in pristine settings. Gagliardi (1996, p. 568) has noted that in organizational symbolism, we cannot forget that symbols are concretions of sense. Each day is potentially more exciting and full of meaning than the next. This ties so well with the interpretative paradigm as well.

The symbolic frame introduces concepts not easily seen by using the traditional model of studying organizations. . If one reads the following quotations, one can grasp a certain concept of an organization.

For me, ...that damned gate I come through every morning, running if I'm late, my grey-locker in the changing-room, this acrid smell of iron fillings and grease- cant you smell yourself?- the smooth surface of the pieces I've milled-I instinctively rub my fingers over them before putting them aside- and ...yes ... there you are...Gagliardi (1996, p. 565).

The respondent above was symbolically describing the organization in a poetic form and this description cannot be obtained by using the other frames. If one is to get the message of the person, the management can make changes that might take care of the day -to-day boredom the worker had with smooth the surface to grease. These precepts sharply redefine organizational dynamics and have implications for managing and changing organizations. The world is always changing. If it is not changing, it is being suggested to change the symbols, revise the drama, develop new myths – or dance Bolman and Deal (1997, p. 249). The essence of high performance is spirit and that team building at its heart is a spiritual undertaking. My question is how do the teacher unions in Africa make use of the symbolic frame while conducting political activities.

The political frame.

Bolman and Deal (1997, p. 348) conceives this frame as depicting an organization as the jungle. It implies a politically charged world of conflict and the under-regulated pursuit of self-interest. Doppler and Lauterburg (2001, p. 99) addressing the same issue does reiterate that wherever fundamental changes are due to take place, vested interests are affected. One person's fresh hope is quite often another's

worst fear. No matter how people's roles and interests happen to be distributed, they will all pull themselves together in the general interest, and reach a consensus through constructive dialogue on how best to shape the future. Politics and politicians are viewed as objects of scorn. In a world of different groups and with scarce resources, justice is never easy to define, and disagreement about criteria is inevitable.

Hoarding power results in powerless organization and those stripped off power will fight back through sabotage, passive resistance, withdrawal, or angry militancy. It can be noted that in the structural frame, the organization was guided by goals and policies at the top. From the human resource frame, the focus was on the malfunctions arising from the person-organizational misalignment or from flawed handling of interpersonal and group dynamics. As for the symbolic frame, the essence was that rituals, ceremonies, drum beating could also describe an organization in ways that cannot be done in the other frames. In all these, the frames set the stage for the conflict and power plays. The political frame views organizations as alive entertaining a host of complex web of individual and group interests. The following are propositions for the political frame:

1. Organizations are coalitions of various individuals and interest groups.
2. There are enduring differences among coalitions members in values, beliefs, information, interests, and perceptions of reality.
3. Most important decisions involve the allocation of scarce resources- who gets what.
4. Scarce resources and enduring differences give conflict a central role in organizational dynamics and make power the most important resource.

5. Goals and decisions emerge from bargaining, negotiation, and jockeying for position among different stakeholders. Bolman and Deal (1997, p. 163).

It has to be noted that the propositions for the political frame do not attribute politics to individuals for scarcity and power relations will produce political activity. Armstrong (20001, p. 200) has noted that people in organizations exercise power to have things done. Power is being used directly or indirectly whether managers, specialists, informal groups or trade union officials extend it. Additionally, power and politics are inextricably mixed; some individuals use political means to ensure both the organization and themselves benefit and others do only for their own ends. Time and space may not allow us elaborate the wellsprings of power but suffice to list the elements here, which are: Position power (authority), information and expertise, control of rewards, coercive power, alliances and networks, access and control of agendas, framing: control of meaning and symbols, and personal power.

The question being posed for teacher unions is not what politics the union will have but what kind of politics it will have. Does the top brass of the union know how to fashion agendas, create networks for support, and negotiate effectively with both allies and adversaries? Are teacher unions powerful tools for achieving the purposes of whoever is controlling them?

With all the brief narration of the four frames, we are now in a position to handle the organizational and political chameleon of teacher unions. Will the study enable me to find the lever to study teacher unions in Africa with particular reference to Tanzania? Without having an organizational theory or frame, it is like bringing broken pieces of

glasses gluing them together and expecting to see your image look good? The activities being done by teacher unions in Africa do reflect a particular paradigm.. In summary, I would like quote the famous saying of a scientist who said, “Give me a lever long enough ... and single-handedly I can move the world.” After the discussion, can I be able to say I have developed a theory or theories to describe teacher unions that will give me the lever and the leverage? I shall now subject the union to the four conceptual frames as follows.

Viewing the organization in the structural frame.

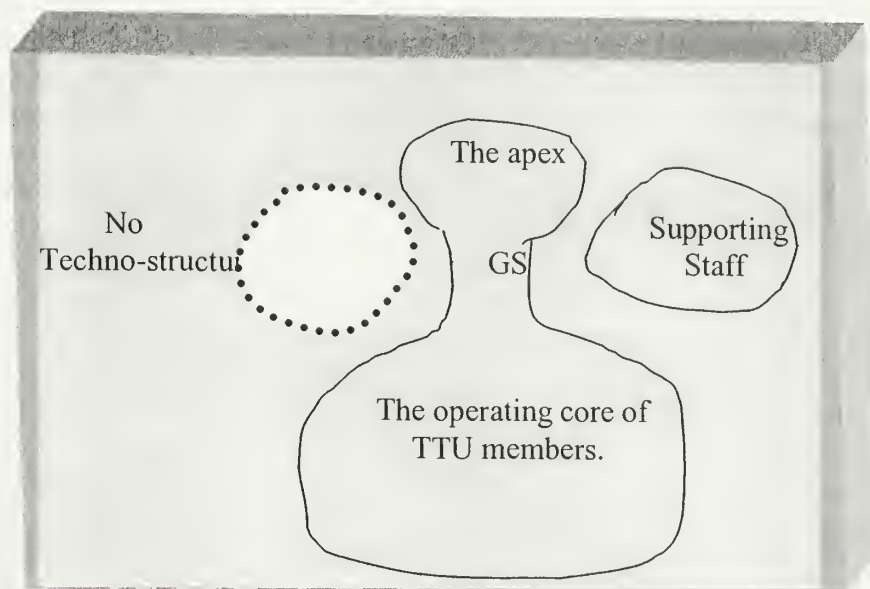


Figure 8: TTU conceptual Mintzberg structure.

When structure is overlooked, organizations often misdirect energy and resource. As structure is the key to performance, TTU has the following structure (Figure 9) as seen in the eyes of Mintzburg configurations. The apex consists of

President, the Vice President, General Secretary (GS), Deputy Secretary General Secretary, a Treasurer and fifteen members who make up the Executive Committee of the union. At the middle, there is the only the General Secretary who happened to be very powerful in the running of the organization. To the left of the figure, there are the supporting staff, who are few at the TTU Headquarters and their tasks are routine jobs as prescribed by the General Secretary. These supporting staff are not allowed to be innovative and at the same time, the techno-structure of Mintzberg does not exist in TTU.

The organization does not work from bottom up. The General Secretary dominates the overall activities of the union. The authority vested in the Executive Committee resolves conflicts in the union. The union has a bias for action when teachers are provoked by their employer. On the average the union operates as a metaphor for a factory seeking excellence in defending teachers and the General Secretary has established the authorship of the process as noted by Bolman and Deal (1997, 275).

Viewing the union in the structural frame, the following features are missing.

- ❖ There is lack of coordination vertically as the administrative structure is too long and quite expensive to maintain. A simple issue takes time to decide, as it has to go the apex body for the issues that do not interest the General Secretary. In the union, no one has the authority to make final decisions. The few rules that are there are not followed and the union does not adhere to its stated policies. There is not much planning and there is not a controlling mechanism for the union for practical all

matters pertinent to the survival of the union. Mindless memos are sent to the hard working members who later become demoralized.

- ❖ There is also lack of horizontal or lateral coordination, as the supporting staff does not work closely to another as a team. Each one makes his or her own decision to act as one wishes without the authority knowing what is going on. At times the supporting staff quarrel among themselves for overtime pays which are promised by the General Secretary and are not given in time. There are very few formal meetings and the General Secretary discourages informal group meetings. Things are run by ad hoc meetings and the Executive Committee minds being paid for the financial incentives more than thinking of the union work at heart. There is not networking inside the union and also the union is not aggressive to attend meetings with other local, national or international meetings if invited. Meetings, where the union has to pay are not well attended.
- ❖ Because the organization lacks the vertical and horizontal coordination, there is no clear differentiation and integration of work allocation and at times there is duplication of doing the same functions. There are gaps and overlaps and at times the most important tasks are not done in time. The monthly payment for workers are not given due to lack of attention resulting in unnecessary delays for payments.

Viewing the organization in the human resource frame

The individuals at the TTU Headquarters are committed and have a lot of motivation. The President of the union is a woman and she has a lot of caring. She invites the Executive Committee for dinner if there is an issue that needs a solution. The

human resources in the union are undeveloped and because of this snag, information to the Executive Committee is at times incomplete.

In the organization, each member holding an official position, does what he or she thinks is good for the union. In like manner, there are different interpretations of the constitution being made by different members of the union. As Bolman and Deal (1997, p. 13) has argued, no single story is comprehensive enough to make an organization truly understandable or manageable. Managers who master the hammer and expect all problems to behave like nails find organizational life confusing and frustrating. The union is not ready to invest in its members by providing any kind of training from its meager resources. The fit between the individuals and the union is weak as the individuals overwork even beyond official hours without any extra additional pay. This usually happens when there are Executive Committee meetings. Some individuals have formed informal groups under the carpet to fight the practice of overworking without being paid. Some of the members cannot say the problem openly for fear of losing their employment as there is not any job security or the job security is dead as noted by Bolman and Deal (1997, p. 113).



Source: The New Yorker, April 10, 1999.

Figure 9: The way the GS makes promises

Given the scenario of the union in the human frame, the following are the weaknesses. The President tried all the time to please the members for fear of losing presidential election. The General Secretary as seen in the picture to the right is always saying “yes” to every body even on issues that are not plausible for fear of losing his job. This is not a healthy human frame for the union. Attention to all the people who are behind in what he promises to them is ignored.

The workers have shown a tendency of being absent from work and nothing is done about it, as there are no incentives to retain staff. The workers have some form of apathy. The relationship between the union and the personnel need improvement, the supporting staff feels neglected and the operating core of the union members feel ignored. There is no direct communication between the staff and the General Secretary as the latter would always say yes to every thing but nothing practical is made thereafter as reflected in Figure 10, ready to say yes on the phone. Behind the back, there are people waiting for the false promises. The promises are just lip services.

The union is not investing in people, no rewards are made, and no promotions have been made in the past five years. A few trainings have been conducted for both the staff and the accounting staff. No solid participation has been made between the staff and the entire board members. Decisions tend to trickle down using the top down approach and this sometimes brings resentment to the operating core. Informal groups are not allowed to operate in the entire organization. No teamwork is being felt and most of the members feel like they are not part of the union.

Viewing the organization in the political frame.

Organizational environment is a political ecosystem. Organizations are arena for political contests, jungles and agents for influencing social, political and economic trends. TTU was formed through a struggle. In Tanzania all trade unions belonged to the Socialist Political Party. TTU decided to work outside the political process and that is where there was a conflict. After the formation of the union, there were two groups. Those who want to have status quo and work within the politics of the political party and those who wanted to be apolitical and therefore became neutral. Unfortunately, the former President belonged to the status quo and the former General Secretary belonged to the apolitical group. The President would convene a meeting and the General Secretary would cancel the meeting and vice versa. The conflict was intense and the solution was to have them relinquish their positions. It was the politics of the jungle for the survival of the fittest.

Viewing the union in the political frame, I tend to acknowledge the following major gaps in the union.

- ◆ The union is weak in bargaining and in negotiating with other unions of the other trades for political positions in the United Republic of Tanzania. The union has not made enough impact in the top positions as compared to the other unions. The other unions have Ministers who can help them in lobbying for their unions in allocating scarce resources.
- ◆ The union lacks information and expertise in making decisions that involve technology. This could be due to the union being new, but all the same, this has affected the union in making political decisions, which could have been avoided, had there been adequate information.
- ◆ The President and the General Secretary want to remain in power as they have influenced the Executive Committee to change the constitution to favor their being in power for a long time. This approach does not augur well with the accepted democratic principles
- ◆ The union does not have tangible political networks outside the union to strengthen its political muscle and build social capital. All members of the union and including the office typists want to be politicians. All want to talk and talk about the politics of the union and few want to sit down and develop an agenda for development. It has been noted that the members of the union with charisma, energy, stamina, political skills and the power to change the status quo are marginalized. They are not allowed to air their views.

As noted above, there was a struggle of power. Also, there was a scarcity of funds for holding meetings and there had been a lot of conflicts and proliferation of events that tarnished the image of the union. This confusion was only at the Headquarters of the union. There was also a cacophony of voices and visions that were meant to create a situation of dissatisfaction. As the union is like a thorn to the flesh of the Government, the union was able to stop decentralization of teachers to the district and the Government had to postpone the decision to a later date. This has reinforced the political strength of the union, which had been marred by the conflicting of the top leadership. This was possible after installing in new leadership that is no longer based on blaming.

Viewing the organization in the symbolic frame

A symbol is anything that stands for something else Stone (1997, p. 137). With the union having a sound leadership at the top, a symbolic event took place. The President of the United Republic of Tanzania as the Head of State invited the Executive Committee to the White House to share lunch with him. This was a momentous occasion. The relations with the Government have been enhanced to a higher level.

The union has an annual day to mark a teachers day, which coincides with the recognized worldwide teachers' one. At the event, best teachers are presented with awards. Invitations for the day are sent to all trade unions in the country as well as trade unions outside the boundaries of Tanzania. It is the most colorful ceremony for teachers in the nation. There was TV and radio coverage. The newspapers for the entire week wrote on teachers. There is usually a parade for teachers and students holding banners

about the teaching profession. In addition to the above, teachers wear special badges, wear special hats and T-shirts designed for the purpose. Each year, there is a theme for teachers' day. Songs are prepared to praise the teaching profession. Poems are read and slogans are said about those who oppress teachers in a very humorous way. The attendance in the playground is almost 30,000 people or more. Schoolgirls show their plays and boys do a lot of drumming to commemorate the day.

Without forgetting, the union has a flag and it has the color of yellow and a white isosceles triangle at the middle. Teachers are regarded as pillars of the nation, what a metaphor! The union has a motto, which states, "Responsibilities and Rights." There is the famous song of solidarity, which is sung at the end of every important meeting. Despite all the symbolic symphony and craze, the meetings at the union headquarters take a long time and do not finish in time.

With the above analytical background of the union being viewed from the four frames, I shall focus on the second approach of studying the union. I shall develop and make use the Ofori-Dankwa theoretical model in the next section so that I can establish the paradigm for the Tanzania Teacher Union.

The theoretical model: Ofori-Dankwa paradigms

I will use this conceptual tool to study the union. This theoretical model will be the silhouette of mapping the congruency of the interest of a teacher union, its organizational form and the union influence on educational policies. Ofori-Dankwa (1993, p 270) has defined a paradigm as a set of internally consistent values and beliefs which adhere and coalesce over time. Ofori-Dankwa (1993, p. 269) proposes a model of

studying national trade unions. The political paradigm assumes that the national trade union advocates for broad societal interests, that the political arenas would provide useful opportunities to advance labor interests, and the union becomes a power center within the national political system.

Conversely, the economic paradigm, assumes that collective bargaining process is the foremost mechanism for advancing workers' interests. A national union focuses primarily on improving members' working conditions, and salaries. A four-cell diagram of paradigms as in Figure 2 has been developed with the following labels.

Low Political, Low Economic.

This paradigm depicts mainly those unions, which are basically under the control of the government. The unions can effect their decisions with the support of the government in power. Such unions may also be affiliated to the ruling political party. They basically aim at both societal interests and demands, which are dictated most of the time by the Government. Unions such as those found in China are good examples. Collective bargaining is used to advance the interests of its members. Consequently, the unions adhere to the wishes of the government in power.

The unions behave like extensions of the government's arm. It has been noted by Ofori-Dankwa (1993, p. 271) that the focus then is that the trade union movement and its membership adheres to whatever is dictated by the central government's authority. In this regard, the union movement does not seek to become a political power or to use the collective bargaining process to enhance the interests of its membership. There is subordination of trade unions and their membership interests to the political

party in power. This makes the organizing of independent unions difficult. Moreover, it limits their ability to negotiate economic benefits for their members.

High Political, Low Economic

The focus here is for the union to be in the center of the political power in the national politics of the country. It is believed that by having the political power, the economic gains can also be won. A good example is France. In this regard, there are political pluralism and class oriented organizations that focus on the overall interests and well being of its workers through a major political change Ofori-Dankwa (1993, p. 278). In France, there is a heavy influence of ideological, social, and religious movements; for instance, the largest labor movement has Marxist orientation and the second largest has anticommunist, social democratic perspective. There is a deliberate attempt to raise the social consciousness about various political issues in the development of the High Political, Low economic case.

Low Political, High Economic

The assumption in this case is a business like approach for demanding better pay for the members without damaging the political system. A good example is USA, where it can be noted that unions may also have political orientation in supporting candidates of their choice so that in turn, the elected officials will support the interests of the unions. For example, Berure (1988, p. 17) argues that the National Education Association of the United States of America is able through lobbying and endorsement of political candidates to influence educational lobbying. In Africa, on the other hand, if

the teacher unions are involved in politics, it is done under the carpet⁹ and not openly. If the government discovers this, stern measures will be taken against the union leaders. The lobbying can be any form including placing genuine demands before the Government. The union movement in this setting is likely to focus on “bread and butter” issues. Additionally, such a movement is likely to develop in countries that have individualistic cultures. The rationale is that, without the struggle, a sense of class solidarity will not have been developed and; therefore broad societal interests will not be advocated with zeal.

High Political, High Economic

The assumption here is that the unions maintain high levels of both the political and the economic orientations. Such unions have the political muscle as well as the demand for the economic ones. A good example is Sweden. The unions are involved in the policy formulation and in participating in the government machinery through union representatives. Additionally, in countries where there are individualistic cultures as well as a history of intensive labor struggles, there will be a sense of bonding and class solidarity in the labor movement Ofori-Dankwa (1993, p. 275). In this case, there will be a focus on economic as well as political goals. Britain is another country, which is in this category.

⁹ The under carpet procedure is a mechanism of lobbying without the government knowing what one is doing. It is meant to be anonymous and have a program of action of achieving the objectives of the union when the normal process of getting what the teacher union wants has failed.

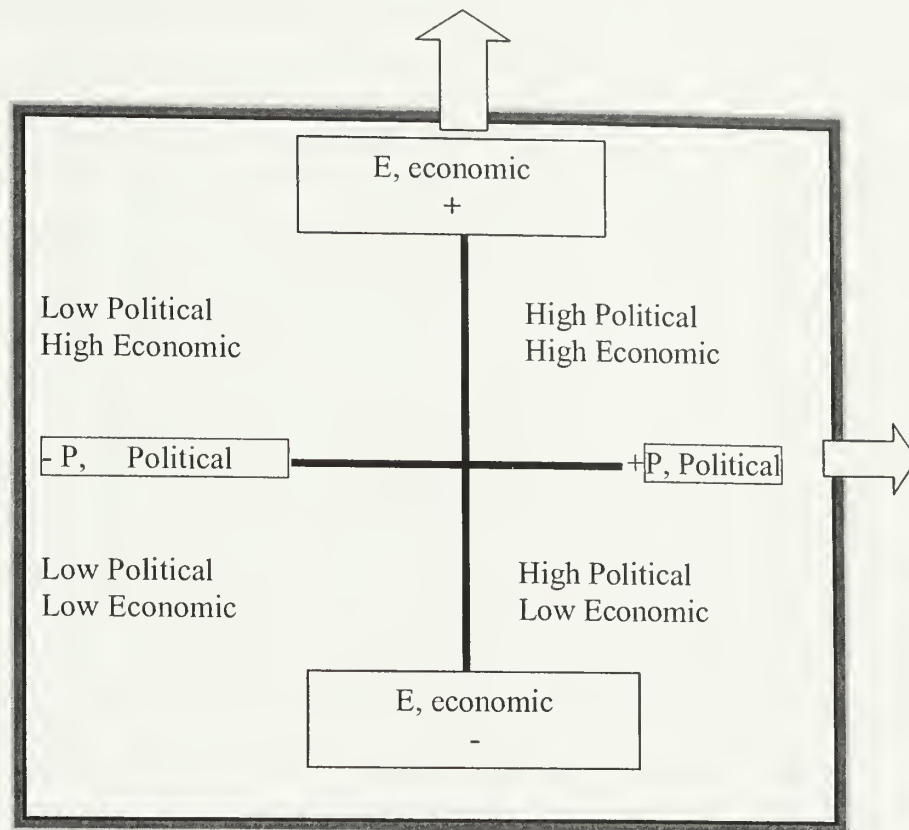


Figure 10: Conceptual frame.

Having presented the four options as conceptualized in Figure 11, the study will seek to discover which option best fits Tanzania Teachers' Union. The two arrows show the two political and economic perspectives. No research has so far been done in studying the union from this perspective. Kochan (2000, p. 5) noted that it might be significant to find out how the Tanzania Teacher Union might adapt to become a champion for teacher participation in a political process.

Kochan (2000, p. 6) has remarked that, there is a tremendous diversity of employment relationships in organizations in general and our task is to describe and understand the consequences of these diverse patterns. I need to pay more attention to

the service sector and those technical, professional and administrative positions that blur traditional-white collar, or management-labor distinctions. Additionally, organizations are moving from models of control to ones of commitment Warell et al. (1999, p. 209). Theoretically the reason is, with the multi-party democracy, no trade union will be allowed the affiliation to any political party. Practically, the study will find out the truth. I need to carry out research, to document how government policies might be adapted to reflect the needs of the union. This is an opportune time to carry out such a study in Tanzania for the teachers' union so that it can be known how unions influence educational policies.

Kochan (2000, p. 5) has noted that there is a need to describe the most important events and changes underway. Moreover, there is a need to interpret those themes in ways consistent with paradigms for studying trade unions as organizations. I am going to be an analyst. Indeed new ideas and new voices need to be introduced into the policy-making process. The Tanzania Teacher Union is in the service sector. Warell et al. (1999, p. 231) argues that institutional inertia and vested interests may present obstacles to change.

Looking at USA, the leadership of the AFL-CIO (American Federation of Labor –Congress of Industrial Organizations) has faced major challenges while creating and effecting changes in education, political action and international affairs. This has been noted by Pinch (2001, p. 184).

These vested interests, the power in the union and the obstacles, will no doubt create conflicts in the organization. There is, therefore, a need to conduct research and collect evidence in the field.

CHAPTER IV

DESIGN AND METHODOLOGY

This section has the Pilot study, data collection, documentation, data analysis procedures, data planning matrix, and the validity of the research. The study was largely through a questionnaire survey, documentation, and data from the union, access to relevant literature retrieval, focus group interactions developed by the participants on their own, and correspondence with union leaders. Other documents of various kinds were read like reports, budgets, minutes of selected meetings, articles written specifically for the union, newspaper cuttings, newsletters, EI Magazine, and regional and district study circle materials. Overall, the materials were overwhelming and I had to stick only to what was related to the study. My unit of analysis is the Tanzania Teacher Union and the method of inquiry is making use of the grounded theory from data obtained from a questionnaire survey and analysis of the union documentation. At this stage in the methodology, a teacher union has been defined as unit of union leaders and union members involved in the teaching profession

The data obtained have been subjected to the grounded theory as the research was folding and unfolding. It was always becoming iterative-grounded theory as data were being analyzed and in the process there was a combination of document and content analysis. There was triangulation of methods by looking at the sources of the mass media, the correspondences, the union reports, and the minutes of various meetings and some articles written before the formation of the union.

Pilot Study.

A pilot study was conducted to test whether the nature of the questions for the research proposal and also to get feelers for the direction of the research. The pilot test was also meant to be a reality check for an actual fieldwork so that any shortcoming for the study could be remedied before the actual field research for the dissertation data collection.

The instrument used was a questionnaire survey (Appendix A) administered to members and officials of teacher organizations in Massachusetts and New York States. Out of the thirteen questionnaires administered, I received feedback from ten responses making a return rate of 77%. The sample included three officials of teacher organizations and ten members. There were four teacher organizations involved: the Massachusetts Teacher Association (MTA), the New York State Union (NYSU), the National Education Association (NEA) and an anonymous teacher organization (A), which was not specified by the respondent.

What I learned from the pilot study.

I have learned four important areas from the pilot study, which are listed here and then elaborated thereafter:

- ◆ Reframing some of the questions.
- ◆ The activities that enable a union to belong to a particular paradigm.
- ◆ Areas that need more emphasis.
- ◆ The organizational pattern that befits the union depending on the paradigm it belongs to.

Reframing some of the questions.

I learned that two of the questions had to be reframed while due to ambiguity one of the questions had to be dropped. Each question had to be categorized into one of the four paradigms. It was learnt that some of the officers to whom the questionnaire, was administered, delegated, in that they did not respond to the questionnaires. Some of the ordinary union members felt uncomfortable in that they were not knowledgeable enough to respond to the questionnaire. In view of the available evidence it is important to administer the questionnaire to the topmost leadership of the union..

The activities that enable a union to belong to a particular paradigm.

The questions were grouped according these activities, which are associated with a particular paradigm.

- A. Social activities. When social activities dominate more in the union than in the others, the union would tend to belong to the Low Political, Low Economic paradigm.
- B. Political activities When there political activities dominate in the operations of the union, then the union is said to be in the High Political, Low Economic paradigm.
- C. Economic activities. As economic activities take the core function of the union, then the union is operating under the Low Political, High Economic paradigm.
- D. Political and economic activities. When the union is able to balance its political and economic activities, then the union is said to operate under the High Political, High Economic paradigm.

Ofori-Dankwa assumes that for every paradigm, which fits a particular union, there is an organizational pattern that goes along with it. One first needs to know what paradigm fits the union and then, from that information, then the organizational pattern can be discovered for making the union function better than it would have been. That kind of organization form for the union enables it to influence educational policies. From the pilot study, I have learned that I need to pay attention to the documentation. In this way I can comprehend the organizational structure of the union. As part of the documentation I shall study the constitution of the union. It is through this process that I shall be able to see the union plans, and implementations in terms of where the organization fits in one of the four paradigms as described by Ofori-Dankwa.

Areas that needed more emphasis.

In the pilot study, I found out that it was more rewarding by thanking every individual teacher who responded to the questionnaire. I discovered that when the individuals reciprocated, they furnished additional information not mentioned in the filled questionnaire.

Some individual teachers were more knowledgeable about their organization than others. A few among them felt that officers in the organization and not teachers received more remuneration from the union. There was evidence in ways the negotiating contracts were written, that union officials were been favored. This will enable me to see if the same happened to the teacher union in the study.

Using the pilot study, I have developed activities pertaining to each paradigm. I have defined the paradigms using the following abbreviations.

LPLE = Low Political, Low Economic.

LPHE = Low Political, High Economic.

HPLE = High Political, Low Economic.

HPHE = High Political, High Economic.

Organizational model.

The organizational pattern of the union has not been obtained from the data of the questionnaire alone. The organizational form has also been found in the documentation of the organization and in the activities of the union. This has included the constitution and related documents of the union. For the study to contribute to new knowledge, I spent more time detailing on what the union does and how it influenced educational policies. I have analyzed the situation and came out with an instrument that would be an organizational model for the teacher union movement in Africa, in particular to Tanzania Teacher Union. The next section focuses on the processing of the data for the study.

The processing of data

The union leaders are the people with information about the organization. In view of this reason, Fraenkel and Wallen (2000, p. 113) have noted that to identify hierarchy in a particular institution, I need to have the leaders of the union as my participants for the study. Based on previous knowledge of TTU and the purpose of the study, I have used my personal judgment to select the sample. The advantage is that

those in the sample are the ones specially qualified and informative as noted by Fraenkel and Wallen (2000, p. 115). I believe the sample will provide the data needed. Merriam (1988, p. 48) has argued that purposive sampling enables one to gain an understanding and insight of the data collected. In this way, it was also reiterated by Stake (1995, p. 4) that through the sample I can maximize what can be learned.

The populataion consisted of 100 people whose composition is as follows. Nine were from the top leadership, thirty two were from the Baraza (Council). Others were forty five from the National Regional leaders and the remaining fourteen were classroom teachers. The major disadvantage of purposive sampling lies in my judgment to identify the sample. This is the case if picked cluster does not have the expertise needed to produce the relevant information. As a matter of dealing with this disadvantage, I sent more questionnaires to other members. The original plan was forty but I was able to get 100 participants responding to the survey.

Moreover, union leaders' views may be markedly different from those of other members as noted by Fraenkel and Wallen (2000, p. 114). Union members and leaders at the national level have been included in the survey. This method has a disadvantage in that I needed to make telephone calls to check on certain important pieces of information. It was not easy to get the union leaders in their offices. They are usually very mobile traveling all over the country.

The purposive sampling is also referred to as a nonrandom sampling method. Borg and Gall (1983, p. 765) have noted that sampling is almost never representative or random but purposive. It is intended to exploit competing views and fresh perspectives

as fully as possible. Sampling stops when information becomes redundant rather than when subjects are representatively sampled.

Data Collection.

The data were collected through an open-ended questionnaire, which is in Appendix A. The questionnaire sought responses that have enabled me to fit the organization to a particular paradigm. An organization can have only one paradigm at a time. The rationale for the open questionnaire fits best for study for the following reasons.

1. It is known that by listing only few closed items in the questionnaire, this would seriously bias the responses toward the choices. Thus, by having open-ended questions, the number of diversity of responses is unknown or too great to be listed as noted by Chambua et al. (1996, p. 31).
2. I wish to determine what information is most important to respondents, with the assumption that unplanned choices are those most in someone's mind.
3. I needed to build a rapport with the respondents by asking for an extended opinion or by asking for an open response after having experienced closed questionnaires in the past.
4. I wished to capture the respondents' own wording as information important in its own right. An open question like, "What are the social activities of the union?"

5. I believe that it worthwhile to ask the respondent write down the respondent how she or he describes the organizational structure of the union.
6. The open-ended questionnaire has been developed with an appropriate sequence to ease the respondent's task in answering the questions, the important ones are at the beginning to capture their interest, thus motivated the respondent to complete the questionnaire. For this reason, the questions were related to one another. I did not allow any skipping of questions. The question of drawing the organizational chart was left to the last stages of the questionnaire.
7. The layout of the paper was brought in the maximum investment of time. The format of the questionnaire attracted the respondents and they took the questionnaire more seriously. I did not forget that fact the teachers in Africa would be happy with an appropriate font that does not need magnifying glasses.
8. The questions were tested and also given critique by trade union representatives as noted in the pilot study and further tested before sending the final product to the respondents. I reached a point where further improvements were no longer necessary. The questions were understood and unmistakably clear. This enabled me to collect a hundred questionnaires. There was pride for the teachers to fill the questionnaire.
9. The mail survey was also good asking about sensitive topics about the union. The respondents were more comfortable answering questions

about the issues of the medical insurance, which was not working to their advantage. The questionnaire methodology made some of the participants become anonymous.

10. The observation noted in the process of administering the questionnaire was that some respondents skipped some of the questions as noted by Czaja and Blair (1996, p. 33)

The data obtained has been enriched through documentary analysis. For triangulation purposes, I have worked on a variety of documents from the union. Depending on the availability of the economic resources and political environment, I have used both methods, namely; the survey questionnaire, and the documentary analysis. The questionnaires were mailed to the Headquarters of the union. Some members wrote their names down and some remained anonymous.

Documentation

The following documents were considered in the study.

The documents from the union.

1. The union constitution
2. Union policy documents
3. Union manuals
4. Projects and their reports
5. Newsletters
6. Training materials
7. Minutes of meetings
8. The organizational structure

9. Symbolic representations of the union
10. Evaluation reports
11. Assessment reports.
12. E-mail correspondence
13. Workshop reports
14. Training and seminars manuals

Documents in collaboration with other institutions or NGOs

15. International linkages
16. Collaborations with national institutions
17. Signed contracts.
18. Tanzania Education Network (TEN/MET) documents

Documents from the mass media from 2000 –2003

19. News cuttings on TTU from the main Daily Newspaper, the Guardian on issue related to TTU
20. News cuttings from the popular Swahili newsletter (Nipashe) on issues related to TTU.
21. Ministers comments on TTU matters in the mass media
22. Registered conflicts in the mass media on the Tanzania Teacher Union.
23. Articles and publications on teacher organizations in Tanzania.
24. Coverage of TTU leaders in the mass media.

Data that corresponds to Low Political, Low Economic

According to the theory of Ofori-Dankwa (1993, p. 269), the LPLE paradigm is in a union with social activities as refined in the pilot study. The activities have been written down in line with the theoretical model as well as testing some of the activities in the pilot study where further refinements were made to come out with the following list. Thus, the following are the activities pertinent to the Low Political, Low Economic paradigm. These are the activities that will be expected from the Tanzania Teacher Union in case it belongs to this LPLE.

Activities for the LPLE paradigm

1. Organizing social and cultural functions.
2. Collaborating with other unions in developing harmony with the government
3. Participating in government organized national events.
4. Developing ingredients of social capital such as families, communities, trust and a common sense of purpose, welfare, and gender among members of the union.
5. Developing a culture of tolerance and respect.
6. Less demarcation between the trade unions and the government
7. Consultation with the government in decision-making.
8. The government enticing the union in its operations
9. The government in power controlling the union
10. Union getting incentives from government

Data that corresponds to Low Political, High Economic

According to the theory of Ofori-Dankwa (1993, p. 269), the LPHE paradigm is in a union with political activities as refined in the pilot study. The activities have been written down in line with the theoretical model as well as testing some of the activities in the pilot study where further refinements were made to come out with the following list. Thus, the following are the activities pertinent to the Low Political, High Economic paradigm. These are the activities that will be expected from the Tanzania Teacher Union in case it belongs to this LPHE.

Activities for the LPHE paradigm

1. Advancing interests of members
2. Collective bargaining process operate for the union is in place
3. Conflict with employer on pay matters
4. Filing grievances, filing for arbitration
5. Improving working conditions of teachers
6. Issues of 'bread and butter' to its members
7. Supporting candidates that will effect economic changes.
8. Mechanism is in place for improving the living wages for the teachers.
9. Pay as per contract.
10. Working on breach of contract.
11. Union engaging in economic activities that are prohibited by labor law

Data that corresponds to High Political, Low Economic

According to the theory of Ofori-Dankwa (1993, p. 269), the HPLE paradigm is in a union with social activities as refined in the pilot study. The activities have been written down in line with the theoretical model as well as testing some of the activities in the pilot study where further refinements were made to come out with the following list. Thus, the following are the activities pertinent to the High Political, Low Economic paradigm. These are the activities that will be expected from the Tanzania Teacher Union in case it belongs to this HPLE.

Activities for the HPLE paradigm

1. Influencing of the state in the day to day operations of the teachers' union
2. The existence of political conflicts with the government.
3. Organizing political activities
4. Political arena to advance labor interests
5. Rallies, boycotts, strikes, picketing, and caucuses.
6. Registering an industrial conflict
7. Promoting union interests by advocating for union agenda through the mass media.
8. There are possibilities for the union to become a political power center
9. Union's policy to be the center of political power

Data that corresponds to High Political, High Economic

According to the theory of Ofori-Dankwa (1993, p. 269), the HPHE paradigm is in a union with social activities as refined in the pilot study. The activities have been written down in line with the theoretical model as well as testing some of the activities in the pilot study where further refinements were made to come out with the following list. Thus, the following are the activities pertinent to the High Political, High Economic paradigm. These are the activities that will be expected from the Tanzania Teacher Union in case it belongs to this HPHE.

Activities for the HPHE paradigm

1. Links with political parties.
2. Negotiate for wage control
3. Partnership with government
4. Policy development and the administrative activities of the government
5. Union and the government share information with one another.
6. The union balancing political activities and the bargaining process
7. The union is known for the political and economic gains.
8. Union representation in commissions.

Description, Analysis, and Interpretation.

There were three stages in the analysis of the data. Discussions will follow the pattern of description, analysis and interpretation of the data as noted by (Wolcot, 1994, p. 9). The first part is in establishing the paradigm of the union. It was to describe data

from the documentations and the questionnaire. Data analysis was based upon responses from each question. Each response was put in the appropriate paradigm namely LPLE, LPHE, HPLE, or HPHE. The paradigm, which contained the most activities, would be the one characterizing TTU as an organization.

The second task was to find the organizational structure of the union in line with the theoretical model. Once the paradigm for the organization is known as per Ofori-Dankwa theoretical model, the next process was to uncover the organizational form, which would make correspond with paradigm in influencing educational policies.

The last stage was to find how the union is influencing educational policy. This is the one I have called interpretation. I have used my personal experience. I started out with the written responses using a matrix as, which has been elaborated in the next section. The single words, the phrases, the properties and the dimension were considered for the categorization of findings. I went first through the single words and I found some recurring and the highest mode became my category. Then I grouped the like terms together under one category. When I came to working with the phrases, I found a similar story coming up with concepts recurring. I then found how the columns were behaving as though I was doing triangulation. I then came out with twelve findings, each having a theme as referred to the chapter on conclusions and recommendations.

Matrix for the data.

The data were fed to a specific structure named Swai's Matrix, which has seven columns. The headings were:

The first column had text and the line numbers.

1. The second column had the single words.
2. The third column had phrases.
3. The fourth column is for the property.
4. The fifth is for the dimension of the property.
5. The sixth column is for any alternative explanation.
6. The last column had questions to be asked for more probing in the mining of the data.

A sample of Swai's matrix is as shown in Table 44 in Chapter 7. In addition, Table 4 gives the data-planning matrix for the study of the union.

I found the work of going through the whole data rewarding. I found the task of finding single words or phrases or alternative explanation or questions to ask very productive. It was challenging to develop the relationships between the findings and see how one visualizes something emerging. So far I have noted that there are repeated frequencies or words and phrases and there were certain unique words that were so crucial but occur only once in the whole script. The next trend was to develop conceptual maps as noted by Strauss and Corbin (1998, p. 217), Miles and Huberman (1994, p. 71). This is indeed supported by what Walcott (1994, p. 10) said that the underlying assumption is that "data speak for themselves." Thus the data have to be shaped in a way to make them visible and convey undisputable messages as findings.

Conceptual maps and diagrams

In short, during the whole period of establishing findings for the study, I have been thinking, “Think display” as noted by Miles and Huberman (1994, p. 91). All the time there was a sharp ethnographic focus as highlighted by Spradley (p. 85) in order to discover patterns beneath the surface for the findings.

The conceptual mapping of the ideas in the data, did not coming as straightforwardly as I expected. At one point I thought of theoretical boxes, and at another point I thought of a tree diagram and then I also thought of circles with the categories inside. I found it was like a game. Some of the patterns, which showed up vividly came after immense time in speaking with the data as part of a case to teach us about other cases as noted by Strauss and Corbin (1998, p. 88). In the process of data analysis, findings for teacher organizing emerged. Table 7 gives the data planning matrix for the study of the Tanzania Teacher Union.

Table 7: Data planning Matrix for a study on the Tanzania Teacher Union

What do I need to know?	Why do I need to know this?	What kind of data will answer the questions?	Where can I find the data?	Whom do I contact for access?
How was the union formed?	To give to the description of organization and its history	Survey and union's documentation.	Responses in the survey and constitution.	General Secretary of the union.
What is the most useful paradigm in narrating the organization?	To be able to identify the paradigm befitting the union	Responses from the participants for A-D questions.	The survey with the open ended questionnaire.	The participants through their written voice.
What changes have taken place in the union since its inception?	To know the actual changes of the union.	Monthly/quarterly /annual reports of the union.	The documents of the union.	The coordinators of the union at the headquarters
How are members recruited?	To discover factors for strengthening the union at the branch level	Documents and projects of the union.	The documents from the union	The members of the union who have responded to the survey.
What are linkages the union to international organizations?	To find out the international NGOs working with TTU.	The international reports	Project reports	The coordinator for the international projects.
How are teacher unions involved in the formulation of educational policies?	To assess involvement for the union in policy formulation for the country	The Government Education policy document	Documentation from the Ministry of Education	The link person of the union and the education ministry
What political challenges the union faced in its early days?	To assess the union political activities	The survey	Newspaper cuttings and survey responses	The participants' written voice
What linkages are there between the policy makers and the Tanzania Teachers Union in the implementation of educational policies	To assess the treasure of the union in terms of experience	The project reports	Mass media and web documents	The journalists who write in the mass media,; that is their written voice in the national papers.
What are the political activities of the union?	To find information, data and paradigm for the union.	Union reports to annual meetings	The written material of the union in the mass media.	Writers in the mass media on articles about the union.

Table 7 continued.

What do I need to know?	Why do I need to know this?	What kind of data will answer the questions?	Where can I find the data?	Whom do I contact for access?
What are the economic activities of the union?	To assess TTU involvement in economic matters	Responses from the participants	The survey	The General Secretary of the union
How does the union distribute its scarce resources to its members?	To assess the impact of the union to its members	The financial report	Union audited reports	The Treasurer of the union through his financial report
How are conflicts resolved in the union?	To find out if there is a negotiation machinery	data on grievances	Annual reports	The General Secretary of the union
How does the union position itself in the country in order to maintain autonomy in the collective bargaining process?	To find out how the union is linked to the employer or the political power	The survey	Responses from the data	The participants responding to the survey
How does the union maintain the political interests of its members?	To find the interests of the union	Celebrations	Reports of the union	The members of the union responding to the questionnaire.
How is the union linked with political parties?	To find any affiliation of the union and a political party.	Leaders' responses to the questionnaire	The survey	The participant's written voices.
What mechanism is in place for improving the living wages for the teachers?	To find out how the union takes care of the welfare of its members.	The survey responses and the reports	The survey	The participant's written voices.
What are the political activities of the union?	To know how the union handles political issues?	The press reports	Newspaper cuttings, and articles written on the union.	The written materials in the mass media and the participants' written voices.
What are the economic activities of the union?	To know the economic strengths of the union?	The projects' reports.	Projects and documentation	The General Secretary of the union.

My particular subjectivities as a researcher.

When the researchers' subjectivity remains unconscious, they insinuate rather than knowingly clarify their personal stakes. It has been noted that

subjectivity operates during the entire period of research. Subjectivity is like a garment that cannot be removed. It is in both the research and the non-research aspects. (Peshkin, 1988, p. 17).

As a trade unionist, I have been aware of my subjectivity. I have planned to master and internalize first the concepts of subjectivity as expounded by Peshkin in search of subjectivity-ones own. Peshkin came out with six subjectivity I's. I am taking some few notes to elaborate what each subjectivity I, has a bearing on my research. These discretely characterized I's aspects of the whole that constitutes me Peshkin (1988, p. 18)

- a. The Ethnic Maintenance I
- b. The community-Maintenance I
- c. The E-Pluribus-Unum I
- d. The Justice Seeking I
- e. The Pedagogical –Meliorist I
- f. The Nonresearch Human I

The Ethnic Maintenance I

I did not have this Ethnic Maintenance I, till when I was filling the immigration forms on entering USA that I had to specify where I belong to in terms of my race. I could not declare myself Spanish or Afro-American. I had to identify

myself as the other for I am an African. In my research, this subjectivity did not show up but I felt I am an African throughout the research and at times due to my being a citizen of Tanzania, I have more often used the Kiswahili language vocabulary to convey messages, which are difficult to translate. Whenever, I was attending a function or making a comment, or writing in the mass media my being as coming from a particular area of Tanzania was strongly felt. At times I would be nominated to take positions of leadership in order to tap my experience, I always turned down the requests so that I could remain a free and came to do graduate work at the University of Massachusetts.

The community-Maintenance I

I tied myself to the community at TTU as a Trustee. I became known as one of the TTU founders whenever I was traveling across the country. This enabled me to feel at home. In writing to the TTU leadership, I felt that I was getting responses promptly and whenever, there was a problem to solve, I was requested to participate via e-mail and in the process I got more data by being inside the corresponding system.

The E-Pluribus-Unum I

There was a degree of mingling in the TTU meeting and conferences I attended but I cannot clearly define the relationships as they developed. There was a genuine interaction among all union members and we were all feeling secure and there was no doubt or suspicious feelings amongst us.

The Justice Seeking I

At times, when we had a controversial issue, we were patient listening to each other. At the end, we would come to a consensus. When the debate became hot, we had to vote after a lengthy discussion. After the vote, there would be no more debates on the same issue.

The Pedagogical –Meliorist I

I did not experience this kind of subjectivity in my research. The reason being, I did not go in a classroom to observe a lesson being taught.

The Non-research Human I

At times, I was invited by my friends to have fun and share moments of my research work whenever I had union information. People would make comments to me as being exceptional on issues that I raised and many wanted to hear my story of the formation of unions in other countries of Africa. I was the Deputy Secretary/Treasurer for the Southern Africa Teacher Organization (SATO). All the colleagues showed a kind of hospitality and understanding of working together to win union matters with the employer.

Validity of the data

The validity of the data is not a commodity that can be purchased with techniques as noted by Maxwell (1992, p. 281). Additionally, there is not one correct objective account or what has been referred to as the “God’s eye view.” Men’s ideas must be checkable by reference to something independent. With this concern, Maxwell (1992, p. 281) lists five of the following for the validity of data.

- ◆ Descriptive validity; that is, the factual accuracy of my account. I have distorted neither the things I collected nor what I read. It is a description built on whenever I found in the data. I recorded as accurately as I could.

- ◆ Interpretive validity; that is, accounts grounded in the language of the people studied and rely as much as possible on their own written words and concepts as noted by Maxwell (192, p. 289). The issue is not the appropriateness of the accounts but the their accuracy as applied to the perspective of the individuals included in the account.

- ◆ Theoretical validity; that is, the account’s validity as a theory of some phenomenon. Any theory has two components; the concepts or categories that the theory employs and the relationships that are thought to exist among these concepts Maxwell (1992, p. 291).

- ◆ Evaluative validity; that is, involving an application of an evaluative framework to the objects of study. It is related to the other types of validity discussed Maxwell (1992, p. 295). My data has one particular kind of an account that is not immune to any critical questions, and some may refer to evaluative validity as critical validity.

In Chapter 3, I have developed the methodology for the study. I was able to show how the data was going to be collected through the use of an open-ended

questionnaire to a purposive sample. The Use of Swai' s matrix highlighted in Chapter 7 has been useful in managing the data for getting the themes and additional findings. This note creates the starting point into the next chapter.

CHAPTER V

DATA ANALYSIS

This chapter gives the description of developing the paradigm of the union with the following headings: Social activities of the union, Political activities, Economic activities, and Both political and economic activities. The data were collected from the responses of 100 participants who filled in an open-ended questionnaire. The participants are union leaders at the national level except for fourteen classroom teachers. Some other data came from the documentation of the union and from articles, newsletters, and cuttings pertaining to the union. The questionnaire had four main categories, each category having five questions except the fourth category, which had six sub-questions. Additionally, there was a question on the organizational chart of the union and on education policy. The organizational structure will be in the next chapter. Each participant had the freedom to write as many points/views as possible on each question or sub-question. These points have been compiled in the study so as to be able to develop meaningful interactions. By interacting with the data along with description, analysis, and interpretation, propositions and recommendations for further study have been given.

Discussions will follow the pattern of description, analysis and interpretation of the data as noted by (Wolcot, 1994, p. 9). After the phase of description, the union has been given the paradigm to which it belongs in terms of a national labor movement as advocated by Ofori-Dankwa (1993, p. 269).

Having the data as in Tables 8 – 40, more description of the data will be made. As Walcot (1994, p. 46) has noted, there is the need to have a balance between description, analysis and interpretation. I have kept a balance in the

equilibrium of the three modes of description (D), analysis (A), and interpretation (I) as noted in Figure 13.

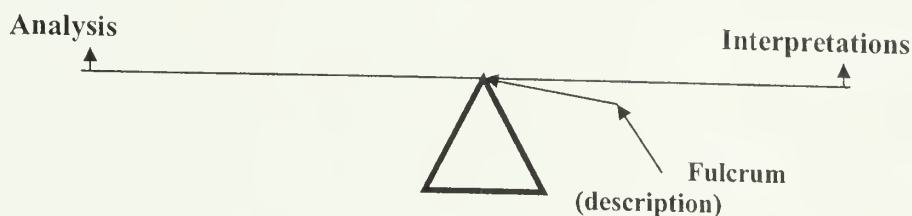


Figure 11: Balancing in three modes of DAI.

Bearing in mind my own idiosyncratic barriers, I have dedicated to deal with the responses for questions in Category A, B, C, and D in the description, the questions in Category E in chapter 6. The three phases of description, analysis and interpretation are actually overlapping. In all the three areas, the focus is how a paradigm can be used to describe the union and what theory or findings can come out in using the grounded theory to document and analyze the union. I start with the first process, the description of the data.

Description

Walcot (1994) has noted ten ways to organize and present description. I have studied the ways and in the end I have selected one. The ways are: 1) Chronological order 2) Research or narrator order 3) Progressive focusing (zooming from a broad context to the particulars of the case 4) Day-in-the-life (taking the reader immediately to the scene of the action) 5) Critical or key event 6) Plot and characters 7) Groups in interaction 8) Follow up an analytical framework (imposing structure on the descriptive account) 9) The “Rashōman Effect” (an encounter

through the questionnaires with open ended responses as there are different views)

10) Writing a mystery (writing a mystery novel to the fans of genre) as noted by Walcott (1994, p. 46).

I have chosen the ninth approach in handling questions that determines the paradigm for the union. The description of the data has followed the pattern in which the questions have been responded following the category of the nature of the questions. After dealing with the questions from each category, then there is a discussion on what paradigm characterizes the Tanzania Teacher Union. The following are the responses from questions in each category.

Category A: Social Activities

I conceptualize that a teacher union is like a person playing the piano, which has 1000 strings and makes use of the strings to come out with a sweet melody. I imagine each string is a teacher with another 1000 strings as students and each student has a different style of learning. All these students have to be molded by a known or unknown model of pedagogy, to come forth with quality education that will produce adults to fit into the society for all kinds of development. I find it an immense task indeed! This is my own thinking of making students look like strings as conceptually metaphorical. Those who play the strings are teachers who are in a union of their making. What then are the social activities of the union so that the union can play the piano with appropriate tune or is this storytelling?

Storytelling is the lifeblood of social interactions. Whether at home, on the street, or in a workplace, people tell stories to entertain or persuade, to inform or exonerate, and to render meaningful the events of their lives. But storytelling is also central to larger social institutions. Stories lie at the heart of institutional persistence, development, and change. (Hoffman and Ventresca, 2002, p. 90)

With the above note, the following are responses to the questions from the leaders and members of the union. A question is followed by the response. The category of social activities has five questions that had been responded to.

What are the social activities of the union?

The social activities have been obtained from 212 responses as written by 100 participants from the open-ended questionnaire. Some of the participants wrote more than one social activity. Sixteen activities have been identified. Table 8 shows the activities in a descending order of frequency indicating which activity is given more attention. The first five activities have a bearing on the union. These are activities the union is always doing. The first social activity has been providing membership education and mobilizing teachers on cooperative and credit societies. This is not a surprise, as teachers carry out a lot of social activities while organizing the creation of these cooperative and credit societies. As an example, teachers in a particular district have to meet and agree on how the cooperative and credit society is going to function. The union leaders have to get permission from the Ministry of Agriculture and Cooperative Societies. The leaders of the union also have the inauguration of the cooperative and credit society so that it publicly known by all the teachers. In this way, all the union members are fully informed. As the study was being conducted, the members were finding the idea innovative. There is no concrete data at the national level to show the tangible results. This topic will again be revisited in the category on economic activities.

Table 8: Some social activities of the union from the responses.

<i>Activity</i>	<i>Frequencies</i>	
A.1. Providing education and mobilizing teachers on the cooperative and credit societies	42	
A.2. Organizing teachers' day celebrations and other social functions	29	
A.3. Educating members on HIV/AIDS	28	
A.4. Facilitating the burial of teachers.	26	
A.5. Defending the rights of teachers	20	
A.6. Providing membership education and recruitment of teachers	13	
A.7. Participating in alleviating the problems arising from local or national hazards (floods, road and marine accidents, famine and others) by making contributions in kind	12	
A.8. Constructing centers for providing social services (Teacher Centers, hospitals, hotels)	12	
A.9. Studying labor laws that cater for social services, and medical services (Act of 1956)	11	
A.10. Provision of different loans to teachers	7	
A.11. No written comments	3	
A.12. Gathering in Teachers' Centers	3	
A.13. Providing training for Heads of schools	2	
A.14. Pressuring the Government to raise salaries	2	
A.15. Doing self reliant activities	1	
A.16. Drawing geographical maps for the divisions in a district	1	A unique response
Total	212	

The second activity is about the organization of Teachers' Day and May Day celebrations. These activities take a long time for their preparations. The celebration for the teachers' day have been phenomenal and there is a need to describe one of the most successful one that took place in Mbeya, a geographical region bordering Malawi and Zambia in the year 1998. It is historic as it as was officiated by the President of the United Republic of Tanzania. It needs a special mention as follows because this is a clear case of a social activity.

Teachers' Day in Mbeya in the Year 1998.



Source: TTU study circle materials (1999)

Figure 12: Union leaders planning for the newsletter for a teachers' day in Tanzania.

Teachers in the whole country were making the evaluation of their work for the whole year in terms of their performance and in terms making better plans for the following year. The event was organized at the national level by the Tanzania Teachers Union (TTU). The Guest of Honor was the Head of State, the President of the United Republic of Tanzania. The event was broadcast live by Radio Tanzania and the address of the President was heard in the whole country.

The event had been done at the district level from day one on October 26 up to the day of the climax, November 2, 1998 when there was a procession of the primary, secondary teachers and few tutors who passed in front of the Guest of Honor with placards showing the ills of basic education in the primary schools. One of the placards was reading that the services for basic education have been under

full-scale deterioration and calling the President to note and take an immediate action.

The specific activities that took place both at the district and regional levels were: processions by teachers and the school communities, processions by primary school students, *Ngonjera* (a special poem with advising and telling messages); Role plays; Poems, Songs, Football and net-ball sports activities. Placards with calculated messages, Speeches from the union, an evening of get together and the Speech by the Guest of Honor were all colorful. In all the activities, the teachers were the main participants except the procession by the students.

In all the activities undertaken, there was a clear indication that the delivery of basic education services was low at an alarming rate. The messages of teachers did indicate that fewer children were being enrolled in basic education, as the school environment was not conducive to learning.

The teachers' working conditions were now worse off than they were after the Universal Primary Education in the 1970s. The school communities still thought that the schools belonged to the Government. The parents would not do anything to the schools as they were expecting the Government to buy everything for the schools.

In order for the union to know how effective the organizing was in the preparations for the Teachers' Day in Mbeya, an evaluation was conducted among the four districts of Ileje, Mbozi, Mbeya and Kyela as noted by TTU(1999). The results are follows.

As for the procession of teachers, it was organized well and all the districts except Mbozi was not as impressive as the other districts. Table 9 indicates that the processions were well received and teachers fully participated by more than 50%.

From Table 10 through to Table 16, it has been observed that the quality and participation have been higher than the average. The quality of Ngonjera was better in Mbeya and Kyela as in Table 16. The nature of poems was greeted with applause in all the districts with above the average except Mbozi (Table 11).

The participation in songs (Table 12) was all good and the participation in sports (Table 13) was also felt in the same spirit. In line with the quality of flyers and posters (Table 14), it was very exciting as teachers were showing their grievances so that the Government leaders could see them. One of the posters read, "Teachers are not missionaries," meaning that any work they do needs to be compensated. As for the quality of the speeches made, it was found that they were well prepared and the union wanted the leaders of the country and the public to know the plight of teachers (Table 15).

In terms of the employers at the district level, in Table 16, it was a different story. There is a variation of employer relationship. In one district, the employer was rated with very good relationship, this being the district of Ileje. In Mbozi district, the relationship happened to be on the opposite end. There was a feeling that the leadership at this district did not give cooperation as expected (Table 16).

Table 9: The quality and participation of the procession for teachers

District	Very good %	Good %	Average %	Unsatisfactory %	Total %
Ileje	66.7	0	33.3	0	100
Mbozi	16.7	33.3	50	0	100
Mbeya	33.3	50	16.7	0	100
Kyela	50	33.3	16.7	0	100

Source: TTU celebrations in Mbeya for the year 1999

Table 10: The quality of Ngonjera (Telling messages through reciting words)

District	Very good %	Good %	Average %	Unsatisfactory %	Total %
Ileje	50	16.76	16.7	0	100
Mbozi	50	33.3	16.7	0	100
Mbeya	66.7	33.3	0	0	100
Kyela	50	50	0	0	100

Source: TTU celebrations in Mbeya for the year 1999

Table 11: The quality of Poems

District	Very good %	Good %	Average %	Unsatisfactory %	Total %
Ileje	66.7	33.3	0	0	100
Mbozi	33.3	33.3	33.3	0	100
Mbeya	50	50	0	0	100
Kyela	33.3	66.7	0	0	100

Source: TTU celebrations in Mbeya for the year 1999

Table 12: The quality of Songs

District	Very good %	Good %	Average %	Unsatisfactory %	Total %
Ileje	100	0	0	0	100
Mbozi	66.7	33.3	0	0	100
Mbeya	66.7	33.3	0	0	100
Kyela	83.3	16.7	0	0	100

Source: TTU celebrations in Mbeya for the year 1999

Table 13: The participation in sports

District	Very good %	Good %	Average %	Unsatisfactory %	Total %
Ileje	66.7	16.7	16.7	0	100
Mbozi	50	50	0	0	100
Mbeya	66.7	16.7	0	0	100
Kyela	83.3	16.7	0	0	100

Source: TTU celebrations in Mbeya for the year 1999

Table 14: The quality of flyers and posters

District	Very good %	Good %	Average %	Unsatisfactory %	Total %
Ileje	16.7	50	0	0	100
Mbozi	16.7	50	0	0	100
Mbeya	66.7	33.3	0	0	100
Kyela	16.7	50	0	0	100

Source: TTU celebrations in Mbeya for the year 1999

Table 15: The quality of public speeches in addressing issues of teachers.

District	Very good %	Good %	Average %	Unsatisfactory %	Total %
Ileje	66.7	33.3	0	0	100
Mbozi	33.3	66.7	0	0	100
Mbeya	50	50	0	0	100
Kyela	66.7	33.3	0	0	100

Source: TTU celebrations in Mbeya for the year 1999

Table 16: The participation of district leadership

District	Very good %	Good %	Average %	Unsatisfactory %	Total %
Ileje	100	0	0	0	100
Mbozi	0	50	0	50	100
Mbeya	50	50	0	0	100
Kyela	16.7	83.3	0	0	100

Source: TTU celebrations in Mbeya for the year 1999

Lessons learned from Teachers' Day Celebrations.

The communities have to stop thinking the myth that primary schools still belong to the Government even at the village level. The parents have to contribute in developing an enabling environment in the schools. The parents are blaming the teachers for any poor performance in the schools. At the same time, the parents and the school community do not contribute towards improving the facilities in the

primary schools; the net result is that the conditions still continue to deteriorate. The teachers become more demoralized as their pay is further delayed and not paid in time and when paid, there are a lot of inconveniences for the teachers in collecting their salaries.

The role-plays were very educative in that the characters depicted were actually exactly the way the education officials were handling the teachers. Some of the district education leaders were able to see their practices in their offices and indeed when they went back to their offices; they would change and treat their teachers in a better manner.

There are immense problems in the primary education sector. The first one is that no one knows the real employer of the primary school teacher. Whereas the District Executive Director (DED) pays the teacher, the Prime Ministers Office has the role function of budgeting for education for the primary schools. At the same time, the Ministry of Education and Culture (MOEC) is pre-supposedly to offer the technical professional support for the teachers. It this ministry, which appoints the District Education Officers to man the primary education issues at this level. In fact any training is conducted at MOEC for the teachers at the primary level while their supposedly employer is DED. As a more contradictory statement, there is an act passed by the Parliament in 1989 that says that the Teachers Service Commission is the employer of all teachers in the country. A visualization of the process has been put in a conceptual map as Figure 46. In all these networks, it appears why there are poor services in the education sector for basic education. As this message was conveyed to the Head of State, it was hoped that a solution was going to be in the offing.

The Tanzania Teachers Union (TTU) is a partner in education, and it has the advantage to advocate for policy change towards improving the quality of education. The majority of the TTU members, more than 80% are basically primary school teachers. The organization also has a legal status and it has the advantage of being heard when there is an issue that affects the educational system. TTU has the extra advantage of creating a forum to talk to anyone on matters that affect the teaching and non-teaching profession. It behaves per se as a trade union with a legal backing and also with the support of communities where most of the schools are situated. TTU has the mandate for the advancement of teachers professionally and academically as well as taking care of the welfare aspects of teachers.

Teachers meet usually once a year to celebrate the teachers' day as part of the World teachers' day, which is done on October 5 every year. In Tanzania the celebration was done on November 1 (11/1) to commemorate the day when TTU was registered. In the 1998 celebration, TTU was able to meet the President of the United Republic of Tanzania who was able to see the problems of teachers and made a decree to the authorities to ensure the problems of salary delay be solved once and for all. What happened was that for the first three months, after the order of the Head of State was followed and then things went back to the normal process of delay

It was a great opportunity for union leaders and members to attend the teacher's day in Mbeya. The mass media exposed the difficult conditions under which primary school-teachers work. The union was able to convey to the Head of State the problems, which were inherent in the basic education sector. The union is an organization that has a force to reckon in the provision of education services. The provision of the learning and teaching materials will be partially solved by raising

money allocation for education for the coming financial years. It has shown to the rest of public that there was a need to advocate for better services in the basic education sector without teachers going on strike.

The item in Table 8 that follows the Teachers' Day celebrations is on educating members on HIV/AIDS. This is followed by the facilitation of funeral for teachers. The item for defending teachers comes fifth in the list in 8. I had thought that TTU as a trade union should have been the first item but other social activities have been given more attention. This might show the direction of the union as we continue to pursue the paradigm where the union fits.

Admittedly too is the fact that even the recruitment of members is ranked as the sixth. After the sixth item is again a social activity of helping those in need of basic necessities due to social calamities. The remaining items in Table 8 indicate the low priority given to them.

What activities done by the union that are always accepted by the government/district?

Table 17 lists some of the activities that are done by the union and always accepted by the Government/employer. In Tanzania, the main employer is the Government. In the following subsequent sections, the employer may signify the Government. In Table 17, the first five items focus on the following.

- ◆ Teachers' day celebrations and May Day celebrations
- ◆ Solving social problems of teachers (health, HIV/AIDS, and facilitating plot distribution for teachers as a community service.
- ◆ Teachers' activities for the advancement of teachers in all sectors of the teaching profession.

- ◆ The funeral of teachers
- ◆ Visits to the union offices
- ◆ Reinforcing accountability at the workplace

The celebrations for teachers have been addressed in the previous section. Having it repeated here is an indicator of how the union values this social activity. As for dealing with teachers who have been affected by HIV/AIDS is again another indicator how the union takes social activities in preference to others. This is tied to the funeral of teachers where the union participates fully in the burial of teachers and their close relatives. The last two activities have tied, one dealing with official visits and the members taking the responsibility of reinforcing accountability at the workplace for teachers. This is not a normal practice for union members to do the work of the employer of disciplining and supervising the work to be done.

The remaining responses in Table 17 are those items, which indicate that the union is very close what the Government is doing. It appears as if it is the extension of the arm of the Government. A good example is imitating what the Government does, which is an indicator that the union and the employer seem to work without any labor union friction. There is, however, one item on providing loans, which again needs the approval of the Government before the activity is done. It appears that there is a dependence on the employer before decisions are made for the union.

Table 17 : Activities done by the union that are always accepted by the government/district.

Activity		Frequencies	Remarks
A.17.	Teachers' day celebrations and May Day celebrations	39	One commented the employer gives all the support.
A.18.	Solving social problems of teachers (health, HIV/AIDS, and facilitating plot distribution for teachers as a community services	25	
A.19.	Teachers' activities for the advancement of teachers in all sectors of the teaching profession.	24	
A.20.	The burial of teachers	17	
A.21.	Visits to the union offices	14	
A.22.	Reinforcing accountability at the workplace	14	Employers like activities that boost accountability.
A.23.	Providing credit loans	13	
A.24.	Attending seminars and meetings	12	
A.25.	Maintaining ethics and the code of conduct for teachers.	7	
A.26.	Seminars that involve the union and the Government.	4	
A.27.	Imitating what the Government does in inviting Guest speakers	3	
A.28.	Registering the union	1	
Total		173	

To what extent has the employer cooperated in the individual projects of the union?

Out of 113 issues raised as in Table 18, only seven showed that there was no concern regarding this item. This is 7.84% of the views. In this regard, the first five items in Table 18 reflect collaborating in running joint projects, no-involvement of the employer in projects, support for union members to attend union functions, and deductions of the 2% contribution by each member. There are items that have shown

the response of 1.13%. Some of these items are: The union is afraid of the employer, the union requests funding from the union, and the union giving the employer the role of a Guest of Honor in their functions. In all these undertakings, there is a close proximity of the union and the Government and that there are activities showing symbiotic relationship between the employer and the union in many respects as far as projects for the union are concerned. The employer sends members of the union on a study tour to other districts so that they can learn how other districts organize union activities.

Table 18: The extent to which the employer has cooperated in the individual projects of the union?

<i>Activity</i>	<i>Frequencies</i>	<i>Remarks</i>
A.29. Collaborating in running joint projects, for example giving loans. The employer provides support in kind and at times in cash and providing training.	38	Related to upgrading and in-service
A.30. The employer is not cooperative	36	
A.31. Providing permission to attend union functions	13	
A.32. The employer requesting teachers to join the union	7	
A.33. The employer deducts 2% of the union member and submits the money to the union	6	
A.34. There is an unidentified fear by the union member	5	
A.35. Making presentations to members	2	
A.36. The union is afraid of the Government	1	
A.37. Guest of Honor in union functions	1	
A.38. The union requests funding from the employer	1	
A.39. The employer does not like the union	1	
A.40. The employer sending members of the union on a study tour to other districts so that they can learn how other districts organize union activities.	1	
A.41. No comment written	1	
Total	113	

What should the union like to engage in that is prohibited by labor laws?

As shown in Table 19, out of 92 ideas that came out from the participants, 55.43% or 51 participants have shown clearly that there are no activities done by the union that are prohibited by the Government. This connotes that the union is always obeying the rules and the procedures. It also implies that the union does not do things that irritate or annoy the Government. Thus, the union does not work against the employer. There is a big difference between the first item and the next four items in Table 19, showing that the priority is for the union to be in compliance with the employer. The employer has not observed trade union agitation in these circumstances. As a national labor union movement, there are certain principles in which the employer must be at loggerheads before differences are resolved on the table. This is a sacred principle of a pure trade union. If such a situation does not occur, it is like the union being in the pockets of the Government or employer.

In this regard, the employer can do whatever it does to the union members. A good case noted from the section in the questionnaire on any other matter, some wrote that the employer can make extra deductions from the members without their prior consent. What is still worse, such money collected does not go into improving the school system but it goes into areas that are almost unrelated to the union work. The union members have raised a burning concern on this issue.

Table 19: Activities done by the union, which are prohibited by labor laws.

<i>Activity</i>	<i>Frequencies</i>	<i>Remarks</i>
A.42. No written comment	51	
A.43. Managing schools	9	
A.44. Doing illegal commercial business (Some districts are in neighboring countries where there are petty border commercial trade on the basic family amenities like soap, and exchange of local currencies or doing barter trade exchange).	8	
A.45. The union members are not aware of the prohibitions	8	
A.46. The union being involved in child labor; that is, employing children against the law.	5	
A.47. Dealing with drugs	4	
A.48. Selling liquor and owning a pombe (local brewing) shop	2	
A.49. The union to participate in the country's political process as a political party.	2	
A.50. Having, 'Building contract companies.'	1	
A.51. Doing commercial business during office hours	1	
A.52. Not honoring the law of the land.	1	
Total	92	

To what extent is the teacher union centralized?

The union has a base in each community. In each community, there is an office for the union branch. The leaders at the branch are represented in the government of the community. The community under the guidance of the school committee is responsible for what is taking place in their community. However, teachers are not in any way paid by the community and teachers do not feel accountable to the community. Also teachers feel that they do not want to be under the management of the community government.

The union as reflected in the union leaders and members' responses, out of 93 reactions, as in Table 20, one third feels that the union is centralized. Another one third strongly feels that Secretaries who are employed by the General Secretary of the union are under a centralized system of the union. The remaining one third feels that in all there is centralization in the union bureaucracy. It appears that the

National Executive Committee of the union has power that it wants to have a cohesive centralized system, which reflects an organizational structure that is tall or short as this will be dealt with under the organizational chart of the union. At this time, the study will now look at the political activities of the union.

Table 20: Opinion showing the extent is the union centralized

Activity	Frequencies	Remarks
A.53. Duties are distributed at the district, region, and the zone and at the national level	33	Districts are semi autonomous but issues that touch all teachers are centralized.
A.54. The Secretaries are employed and have to execute the duties given to them by the top leaders	31	
A.55. The Headquarters has a centralized system to the lower levels	7	
A.56. The union organizational structure is wholly reflecting a centralized system (all leaders involved)	5	
A.57. This depends on the Executive committee members of the union (the leaders are the ones who want centralization)	4	
A.58. No written comment	4	
A.59. By providing regular seminars	3	
A.60. More duties are at the lower levels especially at the district level	2	
A.61. The Union organizational chart is clear for centralization	1	
A.62. The branches and their tasks	1	
A.63. There is little centralization	1	
A.64. All teachers, primary, secondary and colleges	1	
Total	93	

Category B: Political Activities

Political narratives are not limited to stories that challenge existing institutions and fields; within established fields, subversive stories can function constitutively by exemplifying “truth” of already “successful” frames. When constitutive stories reinforce taken for granted assumptions they become “hegemonic tales” ... Hegemonic tales reify the symbolic, technical, and moral boundaries of fields. As such, they stifle alternatives by representing certain events as part of the natural order. Under these conditions, critiques become difficult to imagine and, when presented, may even be incomprehensible to audiences steeped in contradictory hegemonic tales. Stories thus can control as well as subvert. Hoffman and Ventresca (2002, p. 112)

What are the political activities of the union?

The leaders and the members who responded to the question had the opinion that the union does not involve itself in political activities by 23% as translated from Table 21. At the same time 24 out of 128 views given or 19% have indicated that union decisions are made at the headquarters of the union while 17% have indicated that organizing members are involved in political activities.

The provision of civic education, lobbying for Members of Parliament, mobilizing for membership is not given more attention. The rationale here is that these are potential activities for the union being at the political center of the country. It appears therefore, that the union membership has no big interest in being in the center of the political system in the United Republic of Tanzania. One view out of 128 or less than one percent (0.78%) has indicated the use of political party slogan in expressing the political opinion of TTU. Indeed, therefore, the union does not have political activities at its heart. However, the study will continue to explore this idea further in the coming pages. The surprising thing is that the employer has shown interest in the recruitment of members for the union. This should have been higher. It is not so due to the fact the Government encourages teachers to join the

union. It is not a common labor union practice. It connotes that the employer has an interest in the union and that the union and employer have connections that make the union behave like a sweet union. This kind of a union takes directions from the Government and, hence it may not be an independent union operating as a free labor movement. The activity of mobilizing members should have a higher response by the union members. It is not so due to the fact that the employer does the role of organizing for the union by convincing teachers to join the union.

Table 21: The political activities of the union.

<i>Activity</i>	<i>Frequencies</i>	<i>Remarks</i>
B.1. TTU does not involve itself with political parties	29	
B.2. Decisions are made at the top of the leadership and forwarded down the ladder of the union leadership levels.	24	
B.3. Organizing members	22	
B.4. Provision of civic education program to members	14	
B.5. Mobilizing members for political positions in the union	9	
B.6. Participating in national political elections for being Members of Parliament.	6	
B.7. Collaborating with other NGOs like FES in providing specific non ideological knowledge for clean election campaign	5	
B.8. Developing projects that will assist teachers	4	
B.9. Mobilizing and lobbying for membership	4	
B.10. No written comment	4	
B.11. The union collaborates with international organizations which are outside the country (Linkage)	3	
B.12. Mobilizing teachers to do self help projects (economic)	2	
B.13. Teaching good foundation for elections. Individual teachers can belong to a political party but not the union.	1	
B.14. Quoting political slogan of a particular party in the union (Umoja, Mshikamano na Upendo) This means unity, solidarity and love.	1	
Total	128	

How are union policies formulated?

When unions are actively involved and teachers empowered in the educational policy process, in whatever program, the one who will benefit most is not only the state but also the very children who have been denied education without their choice. Without the full involvement of the union, it was mildly observed that

...when teachers are ignored, and when reforms come from above or are not connected to the daily realities of the classroom and the local environment, even the most expensive and well designed interventions are bound to fail. (Craig, 1998, p.141)

The union exists for the teachers. Any education policy without the involvement of unions is an incomplete process. As can be reflected in Table 22, the top leadership is the core body for formulating policies of the union. The survey has shown that out of 93 respondents, 53.01% have shown the National Executive Committee is the one that formulates the union policies. In addition, the policies so formulated are discussed at the highest forum of the union, which is the General Meeting. Only one member does not know how policies are made and four have given no response to the question. In short, the union has a structure that is heavy at the top where major decisions are made.

Table 22: Views on how are union policies are formulated?

Activity	Frequencies
B.15. The National Executive Committee and the top leadership make the policies of the union	57
B.16. Policies are prepared by the union for its union policies and are discussed at the national forum by looking a the needs of the union	31
B.17. No written comment	4
B.18. I do not know	1
Total	93

To what extent is the union collaborating with the government/district?

From the previous responses, the Government has shown its willingness to support the union in its membership mobilization. As Table 23 has indicated 52 out of 102 or 50.09% of the views collected have clearly stated that there is collaboration of the union and the employer. The employer has to deduct two percent of every member's salary at the end of the month and sends the money to the union. Both the union and the employer agree to solve problems together. There is a kind a symbiotic relationship between the union and the employer. After the item of solving problems together, the next has scored only nine out 102 or 8.82% of the views collected that the union collaborates with the Government in advancing members in the teaching profession. Besides solving problems, there is no other strong view that was expressed in showing the collaboration of the union and the employer.

Table 23: To what extent is the union collaborating with the government/district?

Activity	Frequencies	Remarks
B.19. The union and the government collaborate in solving the problems of teachers	52	2% deductions
B.20. To educate members to advance themselves in the teaching profession.	9	
B.21. Collaborating with teachers for their rights	6	
B.22. Upgrade and in-service for teachers	6	
B.23. Working together in meetings	5	
B.24. Collaborating with the Canadian Teachers' Federation (CTF) project and other project	4	
B.25. No written comment	4	
B.26. Getting burial payments for the bereaved and jointly burying teachers	5	
B.27. Giving each other advice	3	
B.28. Joint projects like teachers' day and World teachers' day	2	
B.29. Being together on celebrations	1	
B.30. Providing education on HIV/AIDS	1	
B.31. Stakeholders' meeting	1	
B.32. The union and employer depend on each other	1	
B.33. Government providing offices	1	
B.34. Government providing conducive environment	1	
Total	102	

How does the union train its members to organize?

Having read the constitutions of the teachers' organizations in the following countries with their abbreviations in brackets, Angola teachers Union (SINPROF)¹⁰, Botswana Teachers Union (BTU), Lesotho Association of Teachers (LAT), Malawi Teachers Union (TUM), Government Teachers Organization of Mauritius¹¹ (GTO),

¹⁰ The Angola name is in Portuguese but the English name is its equivalent.

¹¹ This is a unique teachers organization from the rest, as teachers belonging to the Government of Mauritius form it. The other unions or associations do not have such a strong Government inclination.

Mozambique Teachers Organization (ONP¹²), Namibia National Teachers Union (NANTU), South Africa Democratic Teachers Union (SADTU), Swaziland National Teachers Association (SNAT), Tanzania Teachers Union/Chama cha Walimu¹³ Tanzania (TTU/CWT), Zambia National Teachers Union (ZNUT) and Zimbabwe Teachers Association (ZIMTA), three issues emerge outright.

1. Each organization has a strong program of training for its members
2. Each organization has the strong desire to defend its members; that is the teachers in matters related to welfare aspects of the teaching profession as well as to the professional advancement of teachers.
3. Some are associations and some are trade unions but both carry out the above two activities.

In addition, these twelve organizations have also formed an umbrella organization by the name Southern Africa Teachers Organization (SATO) for which the main task is providing leadership training for member organizations as well keeping interests of its affiliates. It appears that training is an ingredient of the unions under discussion in Africa.

These unions and the others in Africa and the rest of the world are members of the largest organization of teachers in the world namely, Education International (EI). This is the umbrella organization of all the unions and teachers' organizations in the world. EI has declared that education has in recent years become an important issue for many NGOs, like teachers unions, in their advocacy work at the national and international level.

In basic education, the teachers have not been well trained and also they do not possess sufficient knowledge and skills to command respect for their job, and hence the need for training to enhance their skills. The Governments in the whole of Africa have always thought they could offer all kinds of training for teachers. The services offered could not meet the demands for all teachers. The unions could assist the Governments in mobilizing teachers to upgrade themselves.

¹² Unlike the Angola one, this has the abbreviation in Portuguese.

¹³ This is the only union, which has the acronym in another language different from the language of the past colonizers. The author of the paper took a great part of his life in forming the union

Linking the concept with the training of teachers, Dove (1986, p. 177), there is a blaze of publicity when a new school is built and in contrast; the training of teachers is a behind-the-screen process. Teachers no longer need to have low priority in training. In this regard, 221 views were recorded and out of these, 28.05% did show that training of teachers was done through seminars as in Table 24. Half of this number has the view that training was done through meetings. The major areas of the union for training to organize are as shown in Table 24 and the following are in order of the survey priority

1. Training via seminars
2. Training is through meetings
3. Training workshops
4. Training symposia
5. In-service training
6. Training by making use of the union's newsletter/journal.

The items in Table 24 are given low priority. For example, the exchange visits are not given big importance. The reason could be that few teachers are given exchange visits. A teacher can stay in one place for a long time without being visited or be given a visit by an official of the union or of the employer. For this reason of isolation, even programs by international organizations on training have not been given the attention in the opinion survey on this question.

Table 24: How does the union train its members to organize?

<i>Activity</i>	<i>Frequencies</i>	<i>Remarks</i>
B.35. Training via seminars	62	
B.36. Training is through meetings	32	
B.37. Training workshops	28	
B.38. Training symposia	26	
B.39. In-service training	26	
B.40. Training by making use of the union's newsletter/journal.	17	
B.41. Study circles	10	
B.42. Leadership training	9	
B.43. By making use of the mass media	3	
B.44. Few trainings done for the union	2	
B.45. Making use of the Trainer of Trainers called facilitators	2	
B.46. No known procedure for training members in the union	1	
B.47. No written comment	1	
B.48. Debates	1	
B.49. Training through exchange visits	1	
Total	221	

How does the union advance the interests of its members?

The mechanism of the leaders of the union getting secondment from the Government to work for the organization can trigger a dilemma. It means upon completing the period of working in the union, members have to come back to the Government and, therefore, they are not free in making decisions that will affect the acceptance to work in the Government again. What is meant here is that such members are working for the union and at the same time are cautious that they do not cause any friction with the Government for fear that the employer may not take them back. Operating in this manner puts the union in a weak position because such

leaders cannot stand for anything that opposes the Government. Since, there is not security of employment in the union work, which depends upon elections, and then the leaders will work with one leg in the union and with the other hidden leg in the former employer. In this way, in case the union leader loses employment in the union, he or she can go back and still get employment in the Government. The view scored very low as in Table 25, but has importance in the whole process of seeing the union as being independent of the employer.

As can be seen in Table 25, the issue of cooperative and credit societies is given more attention than defending teachers when they are grieved. The problem here is the teacher being grieved has the Government as the employer and the union does not want to confront the employer. The net result is that it is the teacher who is not given his or her rights.

Lobbying with Members of Parliament and organizing its members are not given much attention. One view was that the union gets circulars from the employer as if the union is part of the Government. Also slight attention is given the union in organizing teachers to join the Tanzania Open University for advancing academically. At the same time, as in Table 25, there is the view that eight out of 155 comments given or five percent feel there is the need to motivate teachers to advance academically to attain qualifications for further studies. In addition, the union has not yet done this activity of advancing the interests of teachers for some teachers have not been paid their salary arrears since the time they have received their promotions.

Table 25: Views on how the union advances the interests of its members

Activity	Frequencies	Remarks
B.50. To educate members and mobilize the teachers on the cooperative and credit society.	37	
B.51. By providing facilitation of getting loans	36	
B.52. To defend the teachers when they are grieved.	34	
B.53. Motivating teachers to advance academically to attain the qualifications for further studies.	8	
B.54. Organizing through a social dialogue	8	
B.55. Advocating for the union's interests	8	
B.56. By providing membership education to members	6	
B.57. No written comment	5	
B.58. Lobbying with the Members of the Parliament	3	
B.59. Working with the union and the Ministry of Education on various matters	2	
B.60. The union has not yet done this activity of advancing the interests of teachers.	2	
B.61. Organizing its members	2	
B.62. Motivating and mobilizing teachers to enroll in the Open University of Tanzania	1	
B.63. Getting funding from the Government to advance its members	1	
B.64. Leaders getting secondment from the employer	1	
B.65. Getting circulars from the Government	1	
Total	155	

Category C: Economic activities

The top most item in Table 26 focuses on the running hospitals/health centers. The big reason behind is that the health services from the public sector have not been good for teachers. Also the services are not close to the teachers who are working in some of the remote areas of the country. It is believed that by running their own health services, the members might benefit. Out of 202 views shared in the survey, thirty six or 17.82% indicated the union is running health services as an economic activity.

The second item as an economic activity is the provision of loans through the cooperative and credit societies. This activity is the favored one among the members.

Also, renting of buildings, owning restaurants, guesthouses and running shops are considered as viable economic activities. Notwithstanding such economic ventures, the Teachers' Resource Centers are not given high priority. The reason could be that there is no gainful economic benefit that is immediate. The members want something they can see in a short term period in order to solve their basic need for food, clothing and shelter. There was only one person who did not respond to the question.

Table 26: What are the economic activities of the union?

Activity	Frequencies
C.1. Running hospitals/health centers	36
C.2. The union has cooperative and credit societies [SACCOSS]	27
C.3. Renting houses	23
C.4. Running shops	22
C.5. Owning guest houses	20
C.6. Running restaurants	19
C.7. Teachers' Resource Centers	9
C.8. The union having secretarial bureau	8
C.9. The union having stationary shops	8
C.10. Renting halls for meetings	7
C.11. No written comment	5
C.12. Transport project	4
C.13. Fund raising activities	3
C.14. Parties and other similar economic activities.	2
C.15. Women related projects (sewing, selling firewood, and charcoal)	2
C.16. Only 2% of membership dues	1
C.17. Buying shares	1
C.18. Developing a Teachers' Bank	1
C.19. Building a nursery school	1
C.20. Gardening	1
C.21. Animal husbandry	1
C.22. Fund raising dinner	1
Total	202

What are the bargaining structures in the union?

The top two items as in Table 27 indicate that the mechanisms for bargaining structures are not in place. There is a government-instituted mechanism called the

Tanzania Teachers' Service Commission (TSC). It is supposedly the employer for all teachers, the conciliatory body for grievances and a mediator of teachers' breach of contract. It is a commission enacted by law. The union did not take part in the formulation of the body but since it is an act of Parliament, it has a clause that one member will serve as one of the Commissioners of TSC. Since the union feels it is like it is a part of the government system, no one has opposed the idea of the structure TSC in having just one member of the seven TSC commissioners.

The union has a weak structure as pointed by those who gave their views in Table 27. Some of the union leaders and ordinary members cannot distinguish between the Government structure and the way the union is operating in handling grievances. The way grievances are handled, it is the employer who charges the teachers and the charges are sent to the Government instituted structure of TSC, which is then supposed to give justice to the teacher. Most of the members and the union leaders felt there is a contradiction and some feel there is nothing wrong with the system. This is because; the teachers for the past thirty years did not see any bargaining machinery where the employer and the union sit at a round table with equal status in negotiation for a contract. If this happens to TTU, it might sound like a dream coming true for a real independent free trade union that it purports to be.

Table 27: What are the bargaining structures in the union?

Activity	Frequencies	Remarks
C.23. Following a government system not agreed by both parties (following what is there) as this is the only option for the time being, otherwise, the union may be at loggerhead with the Government.	31	
C.24. No mechanism in place.	24	
C.25. In the union, there is a department of grievance.	17	
C.26. Weak structure and disciplinary structures	11	
C.27. The mechanism starts from the branch to the national level.	9	
C.28. The District, Regional, and the National levels	5	
C.29. TSC is the wrong bargaining machinery	5	
C.30. Social dialogue	3	
C.31. Sectoral bargaining	2	
C.32. To have a meeting with the government leaders.	2	
C.33. The bargaining structure starts from the top to the branches.	1	
C.34. No written comment	1	
C.35. Paying a lawyer if there is a case in the union involving members	1	
Total	112	

What happens when the government/district bypasses the union and talks directly to teachers?

As per Table 28, most of the time, the union is involved. Twenty three out of 94 views presented or 24.45% have indicated the involvement of the union and the employer. The union makes a follow up when it is not involved. This connotes that the union cannot stand on its own without the backing of the employer. At the same time, there are occasions when the members can be victimized without the union knowing. This can also indicate that the union does not have the power to know what the employer is doing behind the scenes to hurt teachers. Since the relations are

to be maintained on a goodwill stance, then the union is not in a position to create agitations with the employer. In this scenario, the employer can mishandle teachers during hiring and during transfers from one station to another. Table 28 does indicate the low priorities given to promotion of teachers and developing budgets by the union from the Government position. This might be construed as saying that the union accepts whatever budget the employer plans for the year. The union has no input to the budget process, and hence showing again the lack of a bargaining mechanism as noted in the previous question. Also the fact that as many as five participants did not show any view, could signify that there is a gap that is not well known between the union and the employer.

Table 28: What happens when the government/district bypasses the union and talks directly to teachers?

<i>Activity</i>	<i>Frequencies</i>	<i>Remarks</i>
C.36. Most of the time, the union is involved.	23	
C.37. If the union is not involved, there is a follow up by the leaders of the union.	12	
C.38. Payment of teachers/deployment of teachers	10	
C.39. No written comment	8	
C.40. Victimization of members by the employer without the union knowing.	6	
C.41. Teachers are deprived of their travel costs by the employer	6	
C.42. The hiring of teachers.	5	
C.43. Unfair transfer of teachers by the employer is a recurring grievance.	5	
C.44. If it is for the benefit of all members, it is OK.	5	
C.45. When the employer is providing in-service training and seminars	5	
C.46. No solidarity with the employer	2	
C.47. Defending of teachers is done to those closest to the employer geographically.	1	
C.48. The Government giving cash to the bereaved family	1	
C.49. Promotion of teachers	1	
C.50. Budgets and developing budgets	1	
C.51. Favoritism in payment	1	
C.52. The Government contributing in kind to teachers' burials.	1	
C.53. Planning for annual event of the political event of carrying the Uhuru (Independence) torch	1	
	94	

What does the union do to involve teachers in the running of economic activities in the organization?

Out of 112 views expressed, 31 or 27.68% feel that teachers are being involved and are participating in the political elections of the union as observed in Table 29. The teachers are the ones running the organization. The union provides membership education and that running meetings is the focus for union involvement. In one of the views, there is the idea that the union needs more organizing. This has been given little attention (2%) while it is supposed to be the most important. Since in any union labor movement, organizing is the core function and TTU does not recognize this important phenomenon, then the union needs to value the importance of organizing. **Either TTU organizes or it dies.**

Table 29: What does the union do to involve teachers in the running of the organization?

Activity	Frequencies	Remarks
C.54. By the teachers electing and being elected in various political positions of the union, teachers' day, and other celebrations.	31	
C.55. Teachers being involved and participating in the union activities	18	
C.56. The union provides membership education	16	
C.57. Running meeting is the focus for union involvement.	14	
C.58. The members are provided with union reports	13	
C.59. The union convincing members to pay their 2% deductions	4	
C.60. Teachers are the ones who run the union	3	
C.61. Civic education projects	3	
C.62. The union needs more organizing	2	
C.63. Visits	2	
C.64. No written comment	2	
C.65. Through the representatives.	2	
C.66. Requesting permits on behalf of teachers from the employer.	2	
Total	112	

What kind of problems do you envisage with the employer?

During the process of data collection, there were two teething problems that really bothered the members of the union (Table 30). One, there was the delay of salaries, which seldom reached the teacher at the right time. Moreover, teachers faced many inconveniences in travelling to and from the paying stations. Also for the teacher to get the salary, there was so much inconvenient in traveling long distances to get the salary, which the member had worked for, This was a recurring problem and the employer, though aware, not much has been done to solve the crisis. The union has been rhetoric but little success has been achieved. This is where union organizing is absolutely necessary for the survival of the union. The reason is that the union also relies on the dues from the salaries of teachers. If the salaries are late, it also means that there is a delay of the union getting the union dues.

The second problem, even after suffering so many times in the delay of salaries, it becomes worse, when the teacher is retiring at the end of a faithful service. At this time the union member needs to get her or his pension. It has been expressed by the union leaders and the members of the union that the delay of pension has caused severe suffering for the teachers. It takes time to get the pension and during the time the teacher is looking for one's pension, she or he does not have any monthly income. The pension is the only income after one's retirement.

In Table 30, there is one problem that there is the need to boost the morale of the union leaders. Though this item scored lowest with only one out of 136 views, it

again shows the importance of organizing for the union. As one view was noted, "The union muscle has not been felt hard enough to the employer." The union needs to organize around solving the perennial problems of its members

The governments prefer professional associations in the subject disciplines as compared to the associations that deal with negotiating for better pay. The professional associations are like the Mathematical Associations, the Geographical Associations, the Historical Associations, the Tanzanian Society for Agricultural Education and Extension, and the like. These organizations are only interested in their subject areas for developing curriculum in the classroom. The teacher unions that are for pay demands are the ones in danger when they favor one political party. The reason why the government takes a close look at them, is because, they are regarded as a political threat supporting the political opponents. The unions with pay demands have the capacity to influence teachers to go on strike.

Governments do not want teachers to go on strike. A strike will affect every community, with children staying at home, as there is a school in each village. The government is in fear that such acts and others for resisting government reforms by the union will create public unrest. It is also true that when the party that gets in power and finds out that the teachers were working against the ruling party, will have the leaders of the union face the music¹⁴. However, when teachers support the political party that wins the elections, relations tend to be good. In order to be on the safe side, all unions and associations need to be apolitical and nonpartisan. No organization for teachers needs to be a member of a political party as this will create antagonism with the government.

¹⁴ The leaders of these unions are given ruthless treatment or are given promotion to keep them silent.

The unions are young and growing in Africa unlike a few ones in countries like Ghana, Kenya, Botswana, Swaziland and thus have no strong organizational capacity to run their own affairs sustainably. These unions need organic growth and the governments would not like them to grow strong as by numbers the teachers make the largest force to reckon. Young unions, lack of financial base, and lack of capacity building do put the union at a disadvantage for implementing the union plans. The Government or any donor may think twice before partnering with the unions. On the other hand, the young organizations can prioritize on what are basic for them. In so doing, the unions can make steady progress in strengthening their organizations.

Across the whole of Africa, there are generic problems. In line with the above argument, it is important to note what Taher Razik and Diaa El-Din A.Zaher (1992, p. 92) have made a list of problems in Egypt, which are generic in the whole of Africa. These include:

- ◆ Inadequate support of in service education
- ◆ Lack of sufficient emphasis on pedagogy
- ◆ Overcoming of the stereotype of the teacher as a lecturer
- ◆ Inadequate curriculum for the preparing teachers for basic education
- ◆ Deficient and uncoordinated policy research
- ◆ Dearth for good candidates for teaching
- ◆ Unfulfilled professional potential of the Teachers Syndicate.
- ◆ Undermining effect of the private tutoring.

In addition, the DANIDA Draft Report on consultancy services to Tanzanian Teachers Union (January 1995) pointed out an array of problems that teachers are facing this country. These included:

- Low salary
- Teachers doing extra jobs in order to survive

- delay of payment
- too few classrooms
- too many children in the same classroom
- None or too few textbooks
- lack of basic teaching materials
- lack of in-service possibilities
- None or too little knowledge about rights/legal status.
- None, poor or bad housing facilities.

The transport problem for teachers appears a big problem when going to new schools, on transfer, or in traveling long distances before reaching the schools for actual teaching. Figure 7 is the major form of transport in rural Tanzania as well as many other African countries.



Figure 13: Mode of transport in rural Tanzania

Retrieved May 22, 2003 from <http://www.um.dk/danida/oversigt/Tanzania/>

Table 30: What kind of problems do you envisage with the employer?

<i>Activity</i>	<i>Frequencies</i>	<i>Remarks</i>
C.67. The delay of pension for teachers	21	
C.68. The delay for the promotion of teachers.	20	
C.69. There are no problems between the union and the Government if there are good working conditions	10	
C.70. Lowly paid teachers	9	
C.71. Denial of the teachers' rights	8	
C.72. Unwillingness to remunerate teachers.	7	
C.73. The employer has a low resource base to pay teachers well	7	
C.74. The government might put hurdles or obstacles or stumbling blocks for the union to implement its tasks	6	
C.75. Oppression and unnecessary bureaucracy	6	
C.76. Failure of the employee to pay benefits (health, travel, and pension)	6	
C.77. No written comment	5	
C.78. The employer does not give adequate time for teachers to partake of union activities during workdays.	4	
C.79. teachers' strikes can occur	4	
C.80. No negotiation machinery	4	
C.81. Deductions from teachers' salaries for political reasons without their consent	4	
C.82. Noninvolvement	4	
C.83. Poorly equipped classrooms (hardware) conditions	2	
C.84. Inadequate teaching facilities for the implementation of the classroom equipment (soft hardware)	2	
C.85. Delay of salaries	2	
C.86. Breach of contract by the employer.	1	
C.87. Lack of communication in the rank and file	1	
C.88. The Employer is more powerful than the union in the matters of negotiation	1	
C.89. The union muscle has not been felt hard enough to the employer	1	
C.90. Need to boost the morale of some of the union leaders	1	
Total	136	

Category D: Both political and economic activities

What activities are both political and economic in the union?

The question received more empty responses than the other questions. As in Table 31, it shows that 19 or 17.43% did not respond to the question. This is the highest number for those participants who did not respond. One thing stands out that the union does not balance well the political and economic activities. In addition, if there is an activity that is both political and economic, the union leaders and the members shared the view that it would have been planned by the top leadership. At the time of the study, ten out of 109 or 10% views commented that there was nothing that was both political and economic. One activity that was meant to both political and economic was on organizing members. This item was the third in the list as in Table 31. In the rest of the views, there is an indication that there are certain activities like the Uhuru torch event, which encompass every one in the country for which TTU has to participate like any other organization. In addition the union leaders do accept that there is little time left to handle both political and economic activities as the leaders and the members are putting more pressure on social activities.

Table 31: What activities are both political and economic in the union?

Activity	Frequencies	Remarks
D.1. No written comment	19	
D.2. These activities that are both political and economic are planned by the top leadership of the union	17	
D.3. Organizing members	14	
D.4. There is no activity that is both political and economic.	10	
D.5. To provide membership education for its members.	9	
D.6. The cooperative and credit societies	8	
D.7. Decision making	7	
D.8. To discuss various union reports such as budget, Executive Committee Minutes, and administrative ones.	6	
D.9. Developing projects	5	
D.10. Contributing to the Uhuru torch which is a political symbol of the Government and the Party.	4	
D.11. There is no time for both political and economic activities	3	
D.12. To participate in various meeting of the union.	2	
D.13. Rallies and meetings	2	
D.14. I do not know	1	
D.15. Participating in census	1	
D.16. Registering members	1	
Total	109	

In what ways is the employer prepared to give to teachers a voice on matters that concern them?

As can be noted in Table 32, teachers feel that they are free to ask the employer when they are being treated unfairly. This is a reflection of 40 out of 87 or 45.98% of the views expressed in the survey on this question. Some views, about 16% or fourteen out of 87 views have indicated that the employer is not ready to give the union members the voice unless there is a negotiation machinery. These members feel that the employer is not giving enough voice, but if there is a

negotiation mechanism in place, the employer would be forced to give more voice to teachers than as it is at the present time of the study.

There is something odd that had been noted that the union members as well as the union leaders showing interest in vying for political positions in the Government. At the same time, the Government has been praising the union leaders. In addition, due to the union having good leaders, the Government appoints some of them to fill leadership positions in its structures. Some head of schools have been appointed from the pool of the union leaders. This has left the union at a weak position as those appointed are those who have shown potential leadership in the union. The act of taking leaders from the union has the implication that the Government takes the union a potential source of good leadership. In some countries in Africa, the leaders of unions are appointed Ministers like in Swaziland. Some of the tasks of the Ministers would be given the role of suppressing unions, which is exactly the opposite of what they were doing before the new appointment. This is a riddle in the union labor movement as governments create an environment of having unions behave in the direction of the employer.

Table 32: Ways in which the employer gives teachers a voice on matters concerning them.

<i>Activity</i>	<i>Frequencies</i>	<i>Remarks</i>
D.17. Teachers are free to participate and ask when they feel they are being treated unfairly.	40	
D.18. The employer is NOT ready unless there is a negotiation machinery, which for the time being is nonexistent.	14	
D.19. Very little voice has been given.	13	
D.20. Empty response	8	
D.21. A lot of voice the employer has no choice as the union is involved in many social and political activities.	3	
D.22. The union has to work with the Ministry of Education	2	
D.23. The employer involves union leaders in meetings	2	
D.24. The employer needs to sign a Memorandum of Understanding	1	
D.25. TTU is not well known to the employer	1	
D.26. The Government praises the union leaders	1	
D.27. Union Officers can vie for political position in the national elections for the country	1	
D.28. The Government appoints union leaders in Presidential commission.	1	
Total	87	

What activities does the union do to show that there is a degree of partnership with the government?

The issue of health insurance for teachers has been met with skepticism for the union members. As in Table 33, thirty-one out of 126 or 24.60% have shown the unpopularity of the Government introduced scheme of health insurance. This item of health insurance has been the first out of fifteen items expressed by one hundred participants. The partnership in this respect has been sour to the teachers but not to the union. This is an interesting situation where the teachers are still contributing to the health insurance but the medical service has not been as impressive to teachers. This issue will recur in the study in the coming pages.

The next item has been the salary follow-up by the union for the members followed by the item to pressure the employer to raise the academic standard of the union members. All the other items attempt to reflect the desire for the union to ensure the members are given their rights.

In addition, the union leaders are expected to be role model for the teachers. Also, the union and the employer have common projects like the one for the HIV/AIDS pandemic, which needs both the concerted efforts for both of them. Notwithstanding this fact, the union does encourage teachers to do a good job in the classroom. My feeling is that if the union is doing the work of the employer as employer, then the collaboration between the union and the employer is still that one of a sweet union. In other words, the union is under the control of the Government.

Table 33: What activities does the union do to show that there is a degree of partnership with the government?

Activity	Frequencies	Remarks
D.29. To protect the members of the union on the recently introduced Health Insurance for teachers	31	
D.30. Salary follow ups as there are delays for teachers	15	
D.31. The union is aiming at raising the academic standard of the teachers.	13	
D.32. To defend the rights of teachers	11	
D.33. The union to encourage its members to teach students effectively.	9	
D.34. One to one meetings between the employer	8	
D.35. Providing training for HIV/AIDS problems.	8	
D.36. To work with the Ministry of Education on government plans, for example the Basic Education plan.	7	
D.37. No written comment	6	
D.38. In working with a variety of projects	5	
D.39. To claim travel costs when teachers are on leave.	4	
D.40. The training of teachers	3	
D.41. Union leaders playing a role model for teachers.	3	
D.42. To have joint projects with the Government	2	
D.43. Fighting corrupt practices	1	
Total	126	

What links are there between the union and the government?

As in Table 34, the union and the employer make joint decisions, which are fair for the union members. This view was expressed by 40 out of 93 views given or 43% of the views. Fourteen out of 93 or 14% comments given feel that the union and the employer are dealing with the same person and as such the links have to be established. In this regard, it means that the union has always to cooperate with the employer. If the employer does favor the union, the link would still be strong, which means the union cannot give an ultimatum to the employer regarding working conditions. These kinds of links do not make the union aggressive in pursuing labor rights for the union. It might appear that the union is part of the Government structure, and hence the union may be waiting for orders from the employer.

Table 34: The links between the union and the government.

Activity	Frequencies	Remarks
D.44. To work with the government and make decisions, which are fair to teachers.	40	
D.45. Both the employer and the union are dealing with the same teachers and therefore the links need to be there.	14	
D.46. The employer is providing the welfare aspects for the teachers	14	
D.47. The union is to defend the rights of the teachers.	11	
D.48. Joint meetings for dispensing justice to teachers	5	
D.49. Preparing May Day celebration	3	
D.50. No written comment	3	
D.51. There are official links between the union and the government at all levels of the union hierarchy	1	
D.52. The union gets orders from the Government and implements	1	
D.53. The Government gives a go ahead for projects before the union implements the activities involved.	1	
Total	93	

How doe the union share information with the employer?

As noted in Table 35, meetings take a big chunk of time for the union. Forty four out of 163 views given or 27.53% have shown that meetings are the major means of the union in sharing information. This activity is followed by workshops. After the workshops, there are three activities, which tie, they are; letters for communicating through seminars and exchange visits.

The idea of using phones happens to be given low priority, and the reason is that in rural Tanzania, there are no phones. Also even in the towns, the telephone lines are not always working and the telephone charges are exorbitant. In all the other areas of sharing information, through this technology has not been noted. This reflects the nature of the organization that the union has not been ready to cope with the rest of the world in terms of high technology. It is also amazing that union representation is not seen as a way of sharing information. It is among the bottom list as seen in Table 35. The concept of networking is not yet given priority.

Table 35: How does the union share information with the employer?

<i>Activity</i>	<i>Frequen cies</i>	<i>Remarks</i>
D.54. Meetings	44	
D.55. Workshops	25	
D.56. Through letters of different kinds	17	
D.57. Seminars	17	
D.58. Exchange of reports	17	
D.59. Focus group discussion	9	
D.60. Through the delay of pension for teachers	5	
D.61. No written comment	5	
D.62. By phone	4	
D.63. Through the legal disciplinary levels of the Teacher Service Commission (TSC)	4	
D.64. In the stakeholders' meetings, the union and the Government share information	4	
D.65. Through the delay of salaries	3	
D.66. Headquarter gives directives to the lower levels of administration.	3	
D.67. Keeping records of the union	2	
D.68. Through invitees as the Guest of Honor	1	
D.69. Visits	1	
D.70. Through research gathering	1	
D.71. Through the union representatives	1	
Total	163	

How does the union coordinate its activities?

Coordination of the union is done through the administrative leadership levels as observed in Table 36. In the table, it has been noted that while the administrative levels has a role for coordination by 25 out of 78 views generated or 32%, only 23 out of 78 have a feeling that coordination is done through the districts, regions and the Headquarters of the union. If these two are added together, it shows that 48 views out of 78 or 61.53% believe the coordination is done by the administrative structures in the union.

The most interesting view expressed is that the union coordinates its activities through circulars from the Government. This is unusual for a labor union

unless the union is a part of the arm of the Government. At the same time the direct contact with teachers has been given a low priority. This could signify that the coordination of the union has a hand with the employer and therefore solidarity secrets of the union will always leak. The union cannot conduct a strike for teachers in a secret way.

Table 36: How does the union coordinate its activities?

Activity	Frequencies	Remarks
D.72. Through the administrative leadership levels of the union	25	
D.73. By making use of districts, regions and the Headquarters	23	
D.74. The union coordinates its activities through meetings	15	
D.75. Through the leaders of the union	7	
D.76. Direct contact with teachers.	3	
D.77. No written comment	2	
D.78. Through the leaders of the Government	1	
D.79. Through working with other organizations, which are national or international.	1	
D.80. Through circulars from the Government	1	
Total	78	

Identifying the paradigm that characterizes the Tanzania Teacher Union

This section focuses on identifying the paradigm for the Tanzania Teacher Union. The questions had been grouped according to the activities, which are associated with a particular paradigm. These are the criteria for identifying the paradigm that characterizes the Tanzania Teacher Union.

- A. Social activities. When social activities dominate more in the union than in the others, the union would tend to belong to the Low Political, Low Economic paradigm.
- B. Political activities. When the political activities dominate in the operations of the union, then the union is said to be in the High Political, Low Economic paradigm.
- C. Economic activities. As economic activities take the core function of the union, then the union is operating under the Low Political, High Economic paradigm.
- D. Both political and economic activities. When the union is able to balance its political and economic activities, then the union is said to operate under the High Political, High Economic paradigm.

With the above criteria, finding the particular paradigm was done by following a few steps as follows. Tables 8 - 40 have provided data for identifying the activities of the union. The activities in the tables have been given a unique identity. The social activities range from A1 to A64. The political activities range from B1 to B64. . The economic activities range from C1 to C89. Both political and economic activities range from D1 to D80. These activities are recorded as evidence in Tables 37 –40 as will be shown. Table 37 focuses on the social activities, Table

38 on political activities. Table 39 on economic activities, and Table 40 on both political and economic activities. When the activity has been identified, a tick has been given and cross sign indicates the activity was not taking place in the union or it is not given any importance to the overall plan of the union activities.

In Table 37, out of ten activities envisaged, the participants were able to identify eight activities or 80% of them. The evidence has been observed from tables Table 8 –36. The organizing of social and cultural activities tops the list of the union activities. On the other hand from the data obtained, I can hardly see the activity showing that the union was collaborating with other unions in developing harmony with the employer. Also I was unable to find a real activity that entails the development of the culture of tolerance and respect. May be this could be that since Tanzania is a peaceful country, the participants had assumed or taken for granted that it is there. However, there are comments in the responses indicating that some members of the union do not want to cope with certain behaviors of the employer and that any time the members may explode and cause the erosion of respect. Therefore, only 80% of the activities were found.

Table 37: Category A: Identifying actual social activities

Social Activity	A tick for Observed activity	Evidence from the data in the tables and figures
1. Organizing social and cultural functions.	✓	Table 11(A2, A3, A4,A7, A8, A9), Table 9-13, Table 38 (A17,A18,A20, A26,A27), Table 38 (B25)
2. Collaborating with other unions in developing harmony with the government	✗	No evidence observed from the leaders and union members in all the questionnaires.
3. Participating in government organized national events.	✓	Table 38 (10)
4. Developing ingredients of social capital such as families, communities, trust and a common sense of purpose, welfare, and gender among members of the union.	✓	Table 11 (A7, A8, A9), Table 38 (A18)
5. Developing a culture of tolerance and respect.	✗	Table 21 (A31, A39)
6. Less demarcation between the trade unions and the government	✓	Table 38 (A26), Table 21 (A29, A11, A33, A37, A38, A40), Table 40 (A42,) Table 40 (B26, B31)
7. Consultation with the government in decision-making.	✓	Table 38 (A26, A27), Table 39 (D78)
8. The government enticing the union in its operations	✓	Table 21 (A35) Table 40 (63)
9. The government in power controlling the union	✓	Table 40 (A49, A51), Table 40 (B64), Table 40 (D52)
10. Union getting incentives from government	✓	Table 21 (A40), Table 38 (B28), Table 38 (B32, B33, B62), Table 40 (C52), Table 38 (D26)
Total	8	

As for the political activities outlined, only three out of nine were observed as noted in Table 38. This is 33.3%. Item number 4 and item number 5 were found to take place in an indirect way like lobbying individually with the Members of Parliament. Also, rallies and strikes were not the type of strikes like those compared

to other countries like in Kenya or in Zimbabwe where there are confrontations that result in government action that torture or humiliate the teachers on a great scale and even including loss of employment or death of some of the teachers.

Table 38: Category B: Identifying actual political activities

Political Activity	A tick for an observed activity.	Evidence from the data
1. Influencing of the state in the day to day operations of the teacher union	✗	None
2. The existence of political conflicts with the government.	✗	None
3. Organizing social activities	✓	Table 21 (B2, B4), Table 40 (B14), Table 38 (B25, B31, B29), Table 40 (B53, B60)
4. Political arena to advance labor interests	0.5	Table 40 (B57)
5. Rallies, boycotts, strikes, picketing, and caucuses.	0.5	No mention.
6. Registering an industrial conflict	✗	
7. Promoting union interests by advocating for union agenda through the mass media.	✓	Table 21 (B13) Table 38 (B22), Table 21 (B42), Table 40 (B54)
8. There are possibilities for the union to become a political power center	✗	
9. Union's policy to be the center of political power	✗	
Total	3	

In the category of economic activities as in Table 39, some 2.5 activities were noted out of 11 that were earmarked. This is 22.7%. The activity Item 3, on conflict with the employer was given 50% as an activity. The rationale is that the union does not have the mechanism for establishing a legal conflict in the language

of labor movement. There is a salient process being established but at the moment, it is not yet a full recognizable union activity.

Table 39: Category C: Identifying actual economic activities

Economic Activity	A tick for an Observed activity.	Evidence from the data
1. Advancing interests of members	✓	Table 40 (B51), Table 38 (C1-C8, C12-13)
2. Collective bargaining process operates for the union	✗	Non-existent, Table 39 (C24), Table 40 (C52)
3. Conflict with employer on pay matters	0.5	Good will conflict Table 39 (C88)
4. Filing grievances, filing for arbitration	✗	Table 39 (C87)
5. Improving working conditions of teachers	✓	Table 40 (C44)
6. Issues of 'bread and butter' to its members	✗	Not forceful
7. Supporting candidates that will effect economic changes.	✗	None
8. Mechanism is in place for improving the living wages for the teachers.	✗	Table 39 (C79)
9. Pay as per contract.	✗	Table 39 (C23), Table 40 (C36, C38,)
10. Working on breach of contract.	✗	None
11. Union engaging in economic activities that are prohibited by labor law	✗	None
Total	2.5	

In the category of both political and economic activities as in Table 40 only one activity was identified out of eight or 12.5%. The strongest item was the information sharing with the employer. The data do indicate that the union is so much getting information from the employer for its daily activities. At some point the union is getting circulars and directives from the Government, showing a kind a strong bond between the union and the employer. It is not a bond of partnership but

a bond showing that the employer has outsmarted the union in its sacred foundations of a labor movement.

Table 40: Category D: Identifying both political and economic activities

Both Political and Economic Activity	A tick for an Observed activity.	Evidence from the data
1. Links with political parties.	✗	None
2. Negotiate for wage control	✗	
3. Partnership with government	✗	
4. Policy development and the administrative activities of the government	✗	
5. Union and the government share information with one another.	✓	Table 38 (D22, D23,), Table 39 (D29, D33, D34, D36, D38, D42, D43, D51), Table 38 (D63, D64), Table 39 (D78, D80)
6. The union balancing political activities and the bargaining process	✗	.
7. The union is known for the political and economic gains.	✗	
8. Union representation in commissions	✗	
Total	1	

In Figure 15, there are the theoretical and the real activities. The theoretical ones are the ones that were used as the criteria for each category. The real activities are the ones that I found from the data collected. In Figure 9, it can be shown clearly the category and the visual for what has been observed. After this observation, I have used a step further of working with data to identify the paradigm for the union.

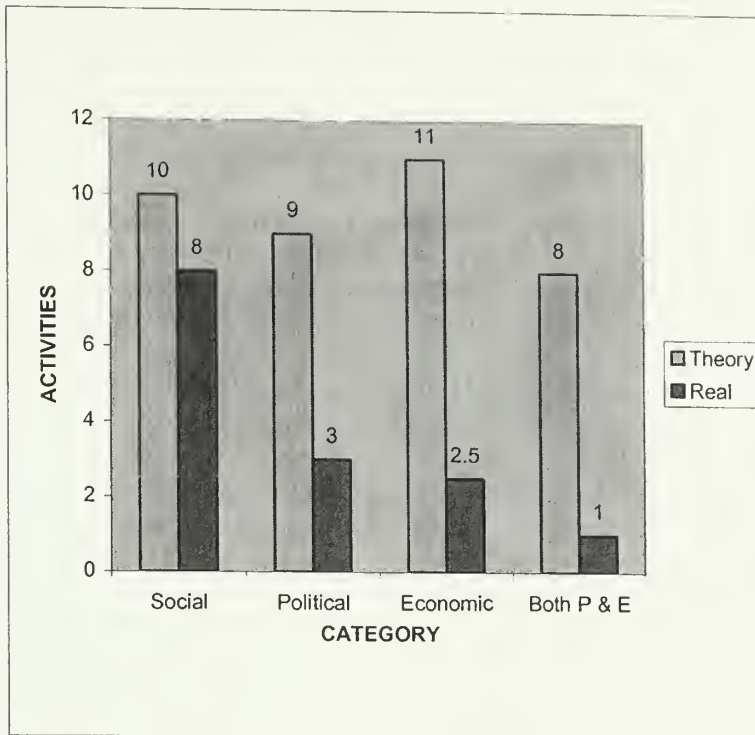


Figure 14: Theoretical and real activities

Table 41 shows the finding of the activities showing the degree for each paradigm. It has been noted earlier that the social activities would lean for the LPLE, political activities lean for HPLE, economic activities will establish LPHE and both political and economic will register for the HPHE paradigm. The percentage of the activities has been matched with the expected paradigm. Also to be noted is the fact that I have associated LPLE with Category A: The social categories; HPLE with Category B: Political activities; LPHE with Category C: The economic activities; and HPHE with Category D: Both political and economic activities

Table 41: The degree in percentages of activities and the category

	LPLE	HPLE	LPHE	HPHE
Social Activities	8 out of 10 (80%)			
Political Activities		3 out of 9 (33.3%)		
Economic Activities			2.5 out of 11 (22.7%)	
Both Political and Economic Activities				1 out of 8 (12.5%)

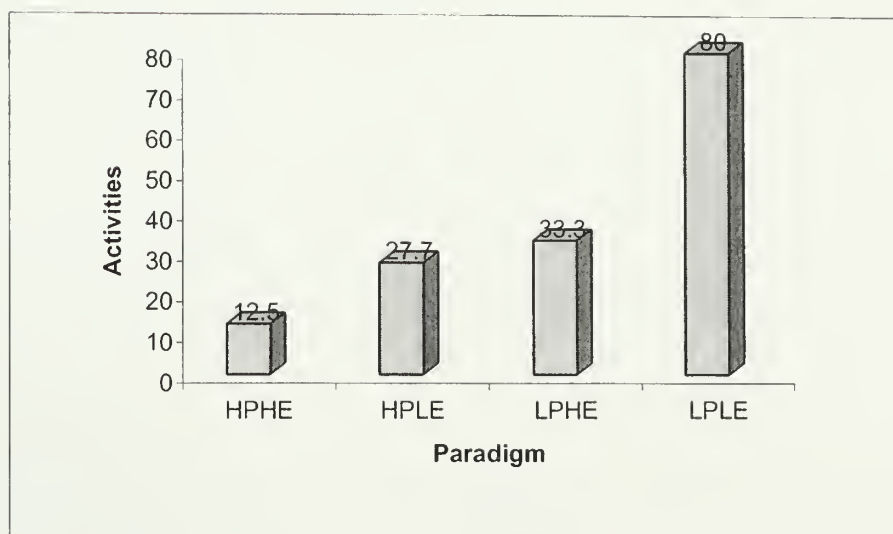


Figure 15: The dominant paradigm for TTU.

In Figure 15, the Tanzania Teacher Union belongs to the LPLE paradigm. It shows that the union has some bits and bits of each paradigm but the one that dominates is the Low Political, Low Economic Paradigm. This paradigm competed

with the other paradigms. Therefore, TTU operates with the LPLE paradigm. This is the winner paradigm.

Ofori-Dankwa assumes that for every paradigm, which fits a particular union, there is an organizational pattern that goes along with it. The arduous task was to first identify what is the paradigm for the Tanzania Teacher Union. Since this has now been known, that TTU belongs to the Low Political, Low Economic paradigm, and then the next task is that from that information collected, I am going to find out what is the organizational pattern that is currently operation in the union. At a later stage, I shall identify or uncover an organizational model for the union, which would make the union function better than it would have been. That kind of organization form for the union enables it to influence educational policies. The next phase will deal with the organizational pattern of the union from the data collected. This will be done under the section of analysis.

CHAPTER VI

THE ORGANIZATIONAL STRUCTURE

For the analysis of the study I have chosen the approach of highlighting my findings. This chapter focuses on the organizational structure in which TTU is organizing its activities from the responses in the Category E questions.

Category E Questions: TTU Organizational Structure.

I have tried to find out what is the organizational pattern or frame that is currently operating in the union.

Frames do not develop by themselves from organic, mystical processes, they require real people in interaction and conflict to formulate, contest, modify, and deploy them. Moreover, frames do not emerge from thin air. They are cobbled together from existing cultural traditions and social discourses. Only certain actors can produce frames that resonate with participants and constituencies. Hoffman and Ventresca (2002, p. 93)

The responses for the organizational structure came from the following questions that have guided me to find the actual organizational structure of the union. The linchpin of the process has been to obtain the visual of what the organizational structure or image of frame of the union. The questions were:

1. How do you see the organizational structure of your union?
2. What are the main features of the organizational chart of your union?
3. If there is a drawing, you may describe it in a few words or provide a drawing.

In the response to these questions, there were a variety of responses from the participants. There were 23 different figures of the organizational chart of the union

coming from the union leaders and members. This is an indicator that each one has a dream of the kind of organizational structure. If there had been one, no one would expect such a great variation. Some of their imaginations are simple as they are also complex. Each figure has its own uniqueness the way the union operates under the paradigm of the Low Political, Low Economic case.

I believe the participants were sincere in the diagrams and some of them were drawn after serious thoughts. In one particular case, a focus group of six participants held a discussion and produced their own version of the organizational chart. The participants felt that the drawing of their union organization could be a contribution to strengthening the union.

Below are the figures with short notes as the participants listed the features of their organizational charts. Some of the descriptions are included in the diagrams and some are my own salient points as I was analyzing the different logical implications of the organizational charts. I believe that it was an interesting part of the study to have the participants draw the organizational charts of their own union.

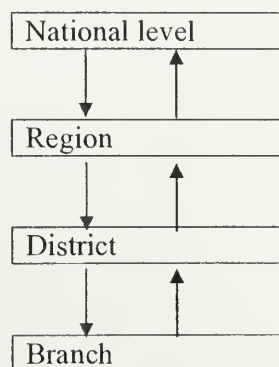


Figure 16: The branch-national structure.

In Figure 17, there are 39 out of 100 participants or 39% have described the organizational chart as drawn. Out of these, 13 or one third indicated the top down arrow. In one aspect, it means a top down organization or an organization where there

are two levels of communication. Overall, however, this organizational structure has a top down hierarchical structure.

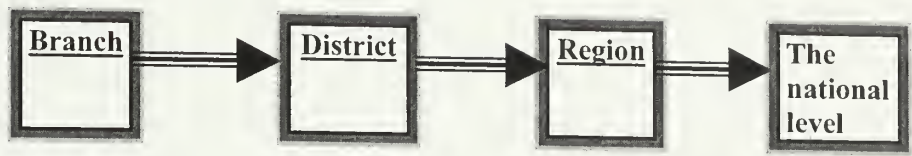


Figure 17: A horizontal the visual of an organizational chart for TTU.

In Figure 18, it is a representation from eleven participants or 11% of the total population of the study. The leaders found as the most convenient way of showing the structure of the union. In the visual, the members were assumed to be in the branches. Such a view indicates the different pictures of the organization as seen by the union members. For Figure 19, there were two out of 100 and for Figure 20, there was one response.

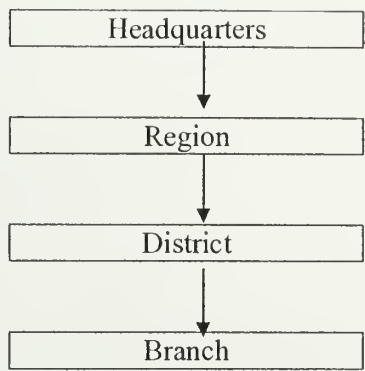


Figure 18 Response for the visual of an organizational chart for TTU (left).

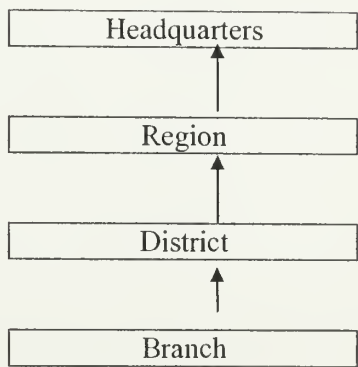


Figure 19: Response for the visual of an organizational chart for TTU (right).

On a different tune, Figure 21, two participants came with the following organizational chart. It depicts teachers at the branch level. The district, region and

the national levels are also shown in both horizontal and in vertical dimension. It shows one way of communication that is top down at all levels. It also shown that there is no communication between the executives and the teachers. If there is communication, it is between the branch offices and the district on one hand, and so to the region and the Headquarters of the union to the other hand.

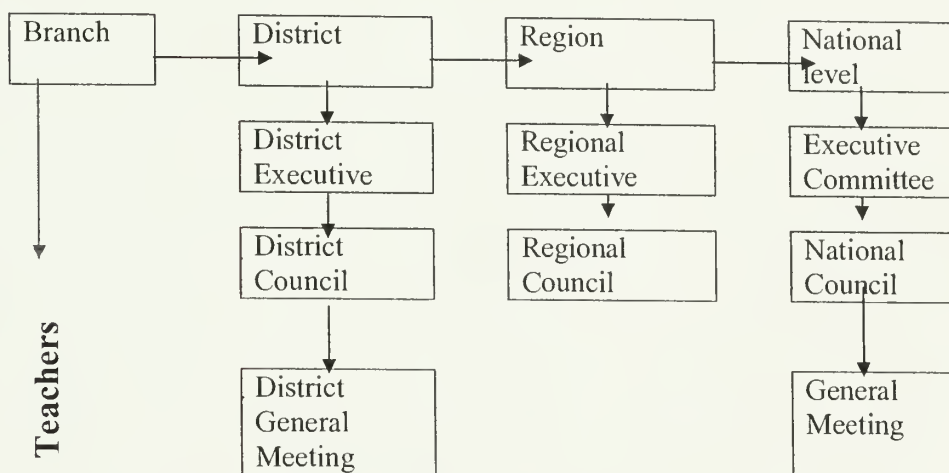


Figure 20: Response for the visual of an organizational chart for TTU.

As one can see in Figure 22, there is no connection between the zone and the region and the districts. At the same time, most of the activities can be done without the involvement of the zone, this is an interesting analogy of the zone being an isolated island and yet the union makes use of it. The background behind is that, the zone is used only for getting elected leaders from three or two regions at the same time. Once the election is done, the zone level is dormant till when there is election again. Also, the Ministry of Education has a zone as part of the inspectorate of the schools and therefore, the Government values the zonal piece for its operations. The union has been using the zone as a way of showing the Government that the union is not much different from being the extension of the Government. This is another confirmation that TTU belongs to the LPLE paradigm. Three participants working

on their own at different times and without connection to each came out with the visual as seen in Figure 22. This is an interesting observation of the inclusion of the zonal element.

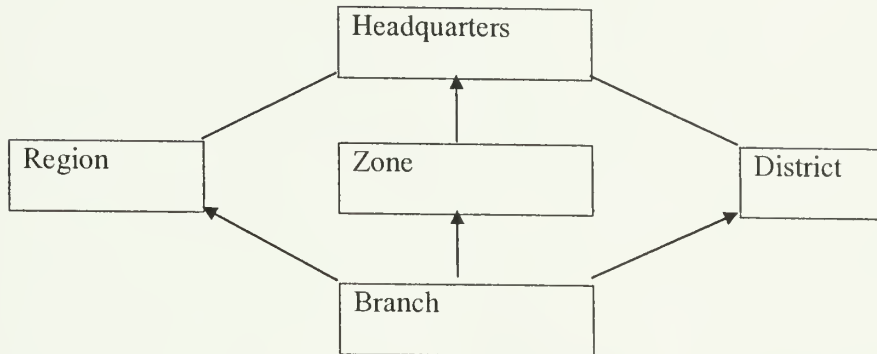


Figure 21: Response for the visual of an organizational chart for TTU.

In Figure 23, a visual that depicts the Headquarters as the President who becomes like the Managing Director. As for the other lower levels, the organizational chart is seen as the union officials filling the positions. There are clearer elaborations at the lower levels. The structure shows the response from a participant who conceives how the union looks like at the headquarters. Two participants represented this visual of the organizational pattern of the union.

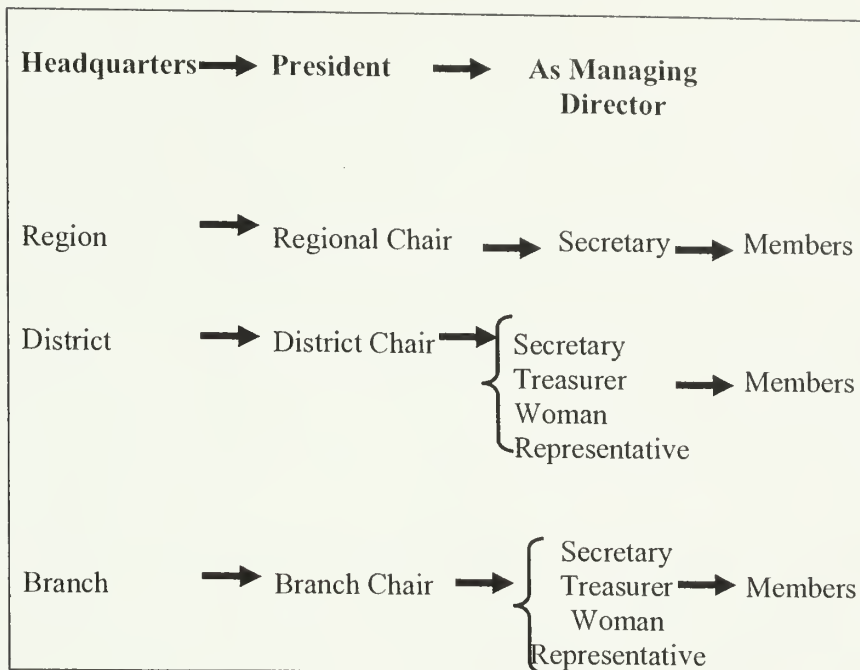


Figure 22: Response for the visual of an organizational chart for TTU.

In Figure 23, presents the view of one participant. In this case, the union leaders are designed with responsibilities. The union is seen as the leadership at the top. It is believed that these leaders at the top are the ones to be accountable to what happens to the entire membership. The members of the union are not visualized in the picture. To me, it makes the point that the dynamics of the union is reflected by what the leaders do.

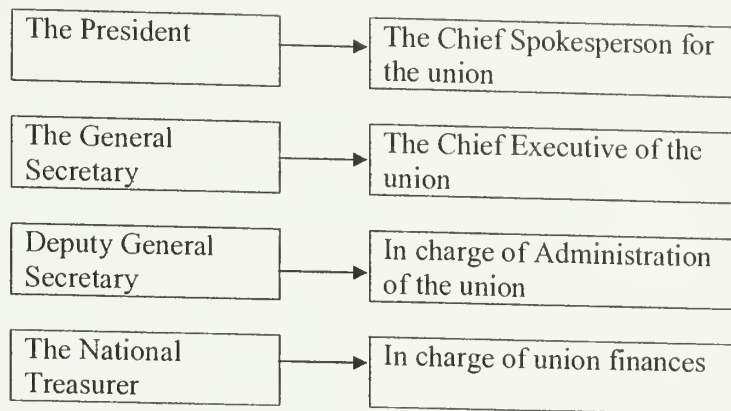


Figure 23: Response for the visual of an organizational chart for TTU.

In figure 24, one participant brought forth a visual whereby the details of the leadership level are broken down into levels of hierarchies. It shows clearly that the regional level has fewer levels. From the documentation of the union, the regional level is functional but most of the work of the union is done at the district levels and at the Headquarters. Though, there are no lines of communication nor lines of accountability, these boxes are the core elements of the union.

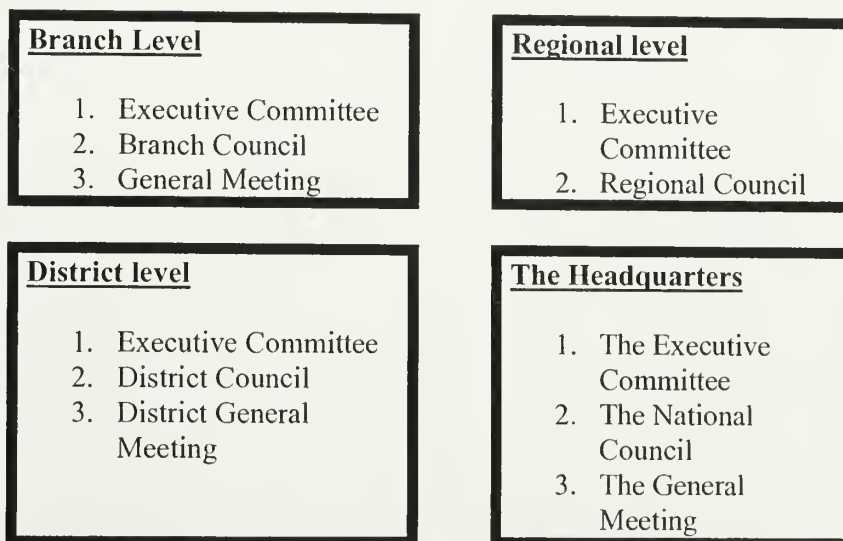


Figure 24: Response for the visual of an organizational chart for TTU.

In Figure 25, one union member drew the chart showing General Conference as piece of the union to be given prominence. Also the Union Council or in Kiswahili called the BARAZA is reflected as the next piece of importance to the union. This is followed with the Executive Committee which has been shown s as the Management with the lower level being the Secretariat. All these bodies are on the left side of the organizational chart.

What is on the right hand side of the chart, are the levels of the branch, district, regions and the Headquarters. These levels get direction from the conferences. Each conference or meeting on the left side gives directions and procedures to the levels that are on the right side.

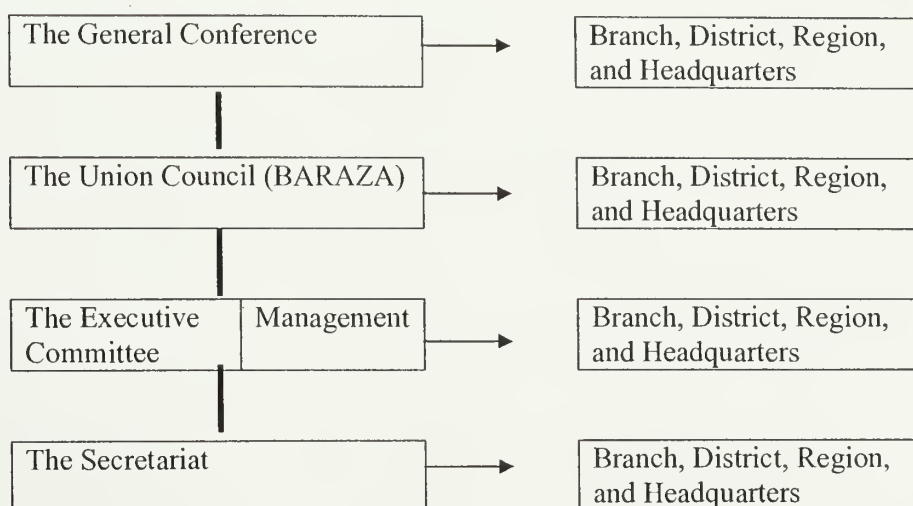


Figure 25: Response for the visual of an organizational chart for TTU.

In Figure 26, two participants came with the concept of the President, The Vice President, and The General Secretary as the representation of structure of the union at the top. The departments also feature as part of the structure. Below the departments there are the regions, the districts and the branches.

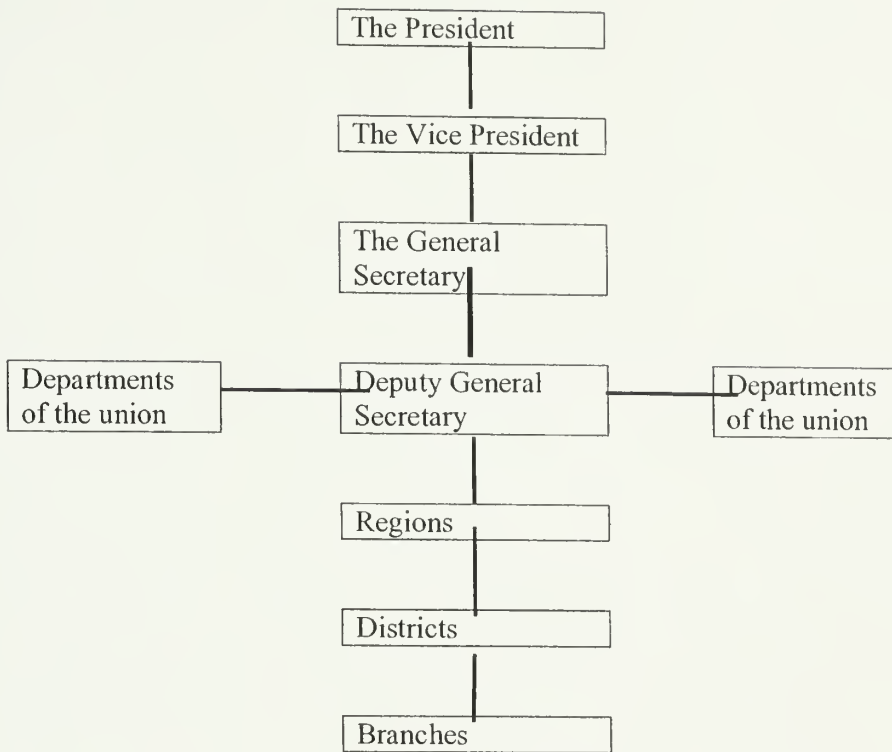


Figure 26: Response for the visual of an organizational chart for TTU.

As can be noted in Figure 27, the union Headquarter directs the regions. From the regions, information is carried to the districts and to the branches. Though the structure looks simple for implementation, there are some hurdles to surmount as the branches are not at par with the districts. There are several branches within a district. A branch can have as many members as fifty or more. There is so much going on the district level that it would look more preferable to have the branches at the district level.

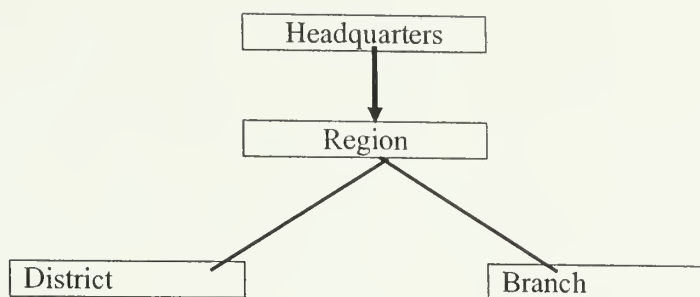


Figure 27: Response for the visual of an organizational chart for TTU.

As seen in Figure 28, the Union Headquarter has been viewed as the BARAZA and the Executive Committee. The regions, the districts, and the branches are left hanging as to whether they belong to headquarters or to the BARAZA or the Executive Committee. Reading the documentation of the union, it appears, this was the kind of the organization when the union was at its nascent stage of growth. The union top leadership wanted to control everything for the union in terms of organizing for the membership. The top leadership had to organize or die.

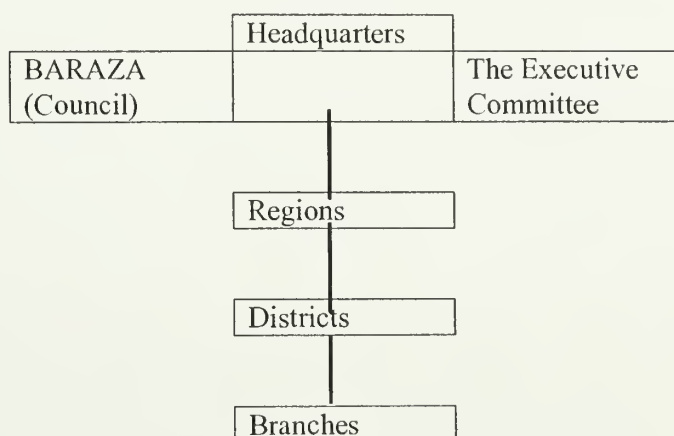


Figure 28: Response for the visual of an organizational chart for TTU.

In Figure 29, the General Secretary is regarded as Head of the structure. There is coordination with the Executive Committee, the General Council and there

is communication from the regions. From the regions to the branches, the communication is between the regions and the districts. By observing the documentation of the union, there is a very clear indication that the General Secretary communicates directly with the districts. Also the Executive Committee has more power than the General Secretary and the General Council is the one that has the final say for all the union matters. The General Council has the authority of hiring and firing the union staff at the national level.

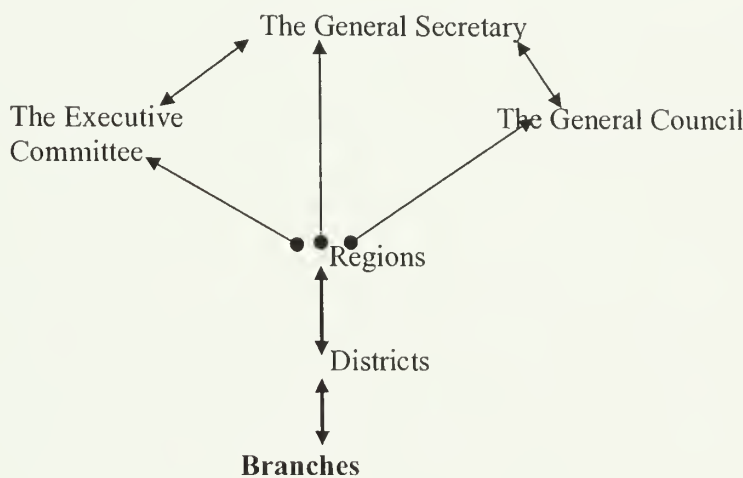


Figure 29: Response for the visual of an organizational chart for TTU.

In Figure 30, the structure is identical to the central government. This connotes that the union leaders are thinking on the same wavelength as of that of the Government. It further confirms that the union belongs to the LPLE paradigm. It reflects that the union is like an extension of the arm of the Government as the union is following the same structural pattern of the employer who at this point is the Government.

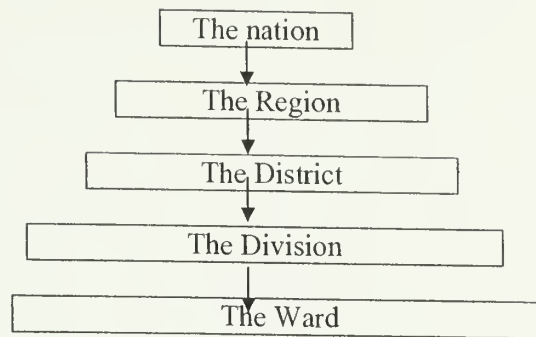


Figure 30: Response for the visual of an organizational chart for TTU.

In Figure 31, one participant was able to present a visual that there are four vertical levels. Each level has the Chairpersons and to the extreme right, there are the Secretaries who keep the records of the deliberations in any given meeting. At the center of the visual, there are the physical components. These are the Headquarters, the regions, the districts, and branches. It might be interesting to note that the center of the visual has horizontal and vertical coordination.

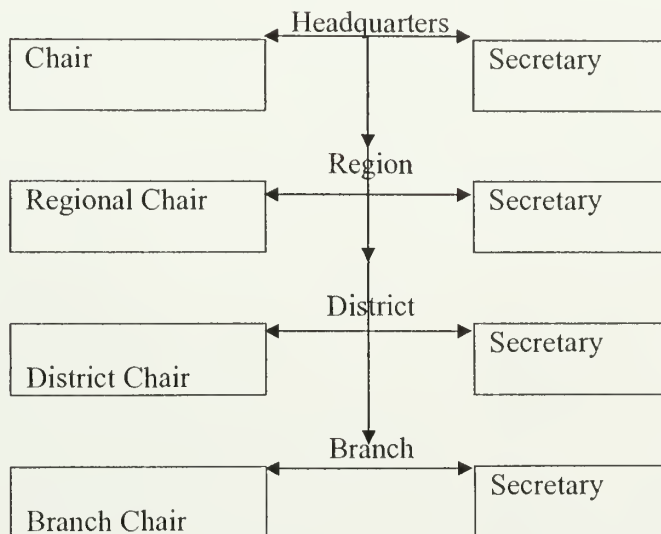


Figure 31: Response for the visual of an organizational chart for TTU.

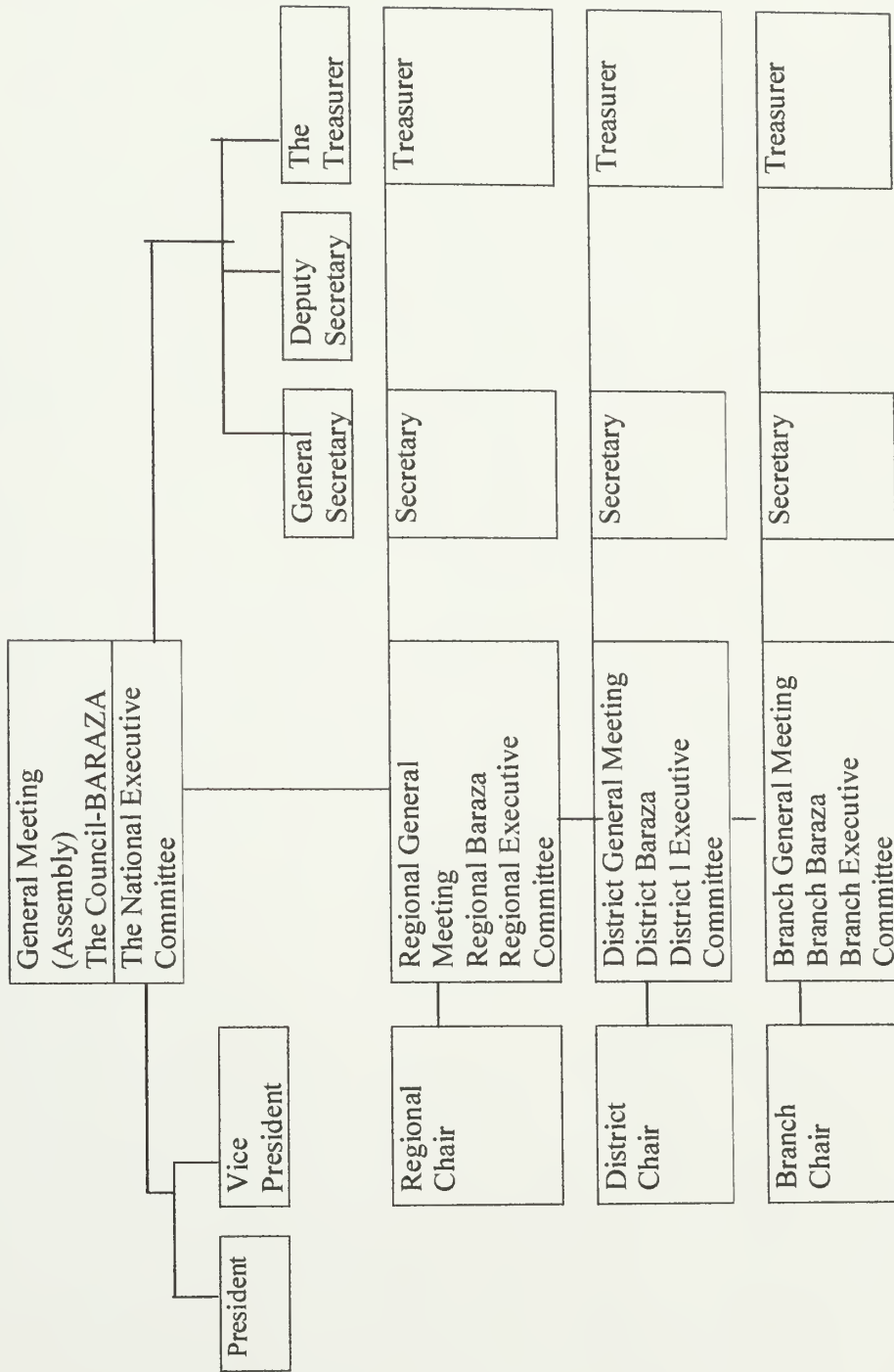


Figure 32: Response for the visual of an organizational chart for TTU.

In Figure 32, there is the General Assembly, which is the supreme body, where all major decisions are made. One participant developed the visual. There are the top leadership positions to the left and the other half of the top leadership is to the right. All the officers of the union from the branch to the highest level have been shown. The Secretaries and the Treasurers have been put to the left and the Chairpersons to the right. There is also a place for the treasurer, which had not been so well articulated in the previous figures on the organizational chart of the union. The visual for the pattern is for all the levels of the organization from the branch level to the Headquarters.

In Figure 33, there is the President being on top of the chart and having the General Secretary, the Treasurer and Committee Members. Also the President has a direct link to the regional leadership. The position of the Vice President has not been included. The emphasis in the figure is focused on the secretaries, the treasurers and the committee members. It is my belief that these are the people who make decisions for authorizing financial transactions of the union.

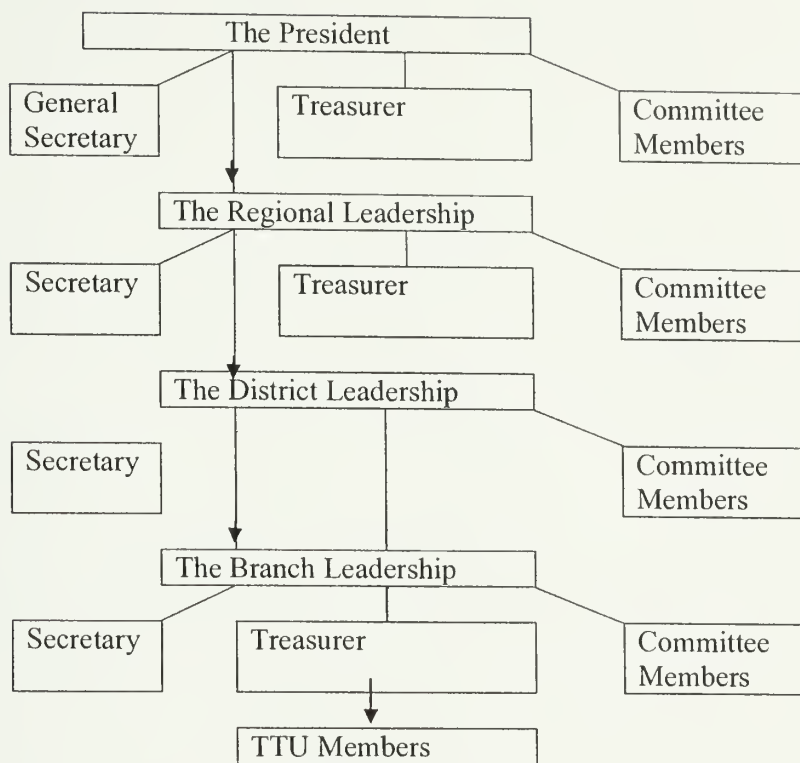


Figure 33: Response for the visual of an organizational chart for TTU.

In Figure 34, unlike in the previous visuals, all the union leaders are shown.

The body that was supreme has been put at par with the union leader positions. All

the conferences are on the left of the chart. There is communication that is top

driven and I see a coordination problem at the horizontal levels. It does not appear to

me what is contained in TTU at national level besides being the General Assembly.

The impression I get is in the assembly, there may be representatives of the

Government. This is a clue of the arm of the employer and means that the union is

still an extension arm of the employer.

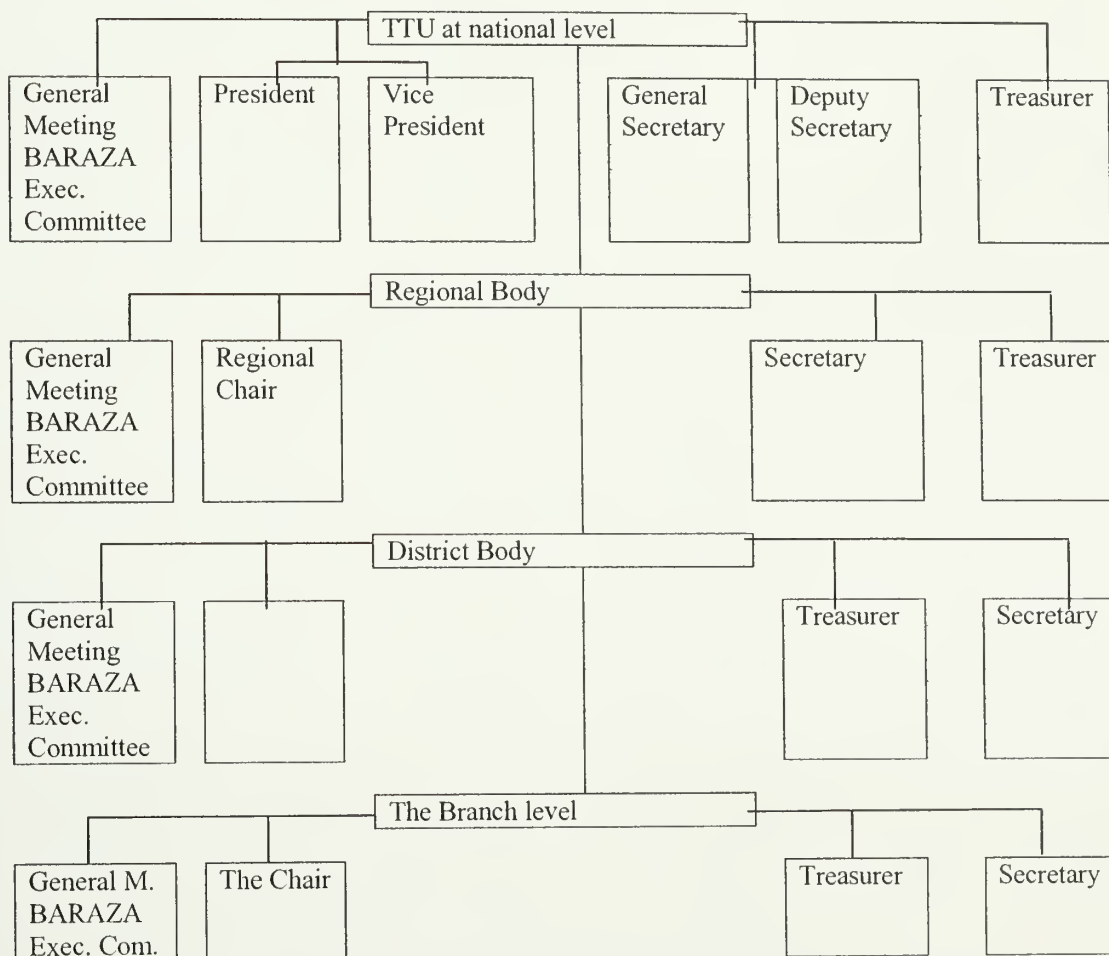


Figure 34: Response for the visual of an organizational chart for TTU.

In Figure 35, the concept of the zone, which is not part of the union constitution, has emerged. In the union constitution, there is nothing like a zonal structure. As has been noted, the zonal structure belongs to the Government. One participant drew the visual out of 100 participants. The precepts of Zonal TTU, and Regional TTU indicate of some kind of development growth for the union conceptually. However, the union is still thinking in terms of maintaining a national cohesion.

Since the Government is on the process of decentralizing its functions to the district level, and since this thinking is also reverberating among the union members, there is that feeling of the union dancing to the tune of the government administration. This again is an indication of the union working as if it part of the employer. The concept of the members not being sure whether the union is theirs or an extension of the employer is again a measure of TTU belonging to the LPLE paradigm.

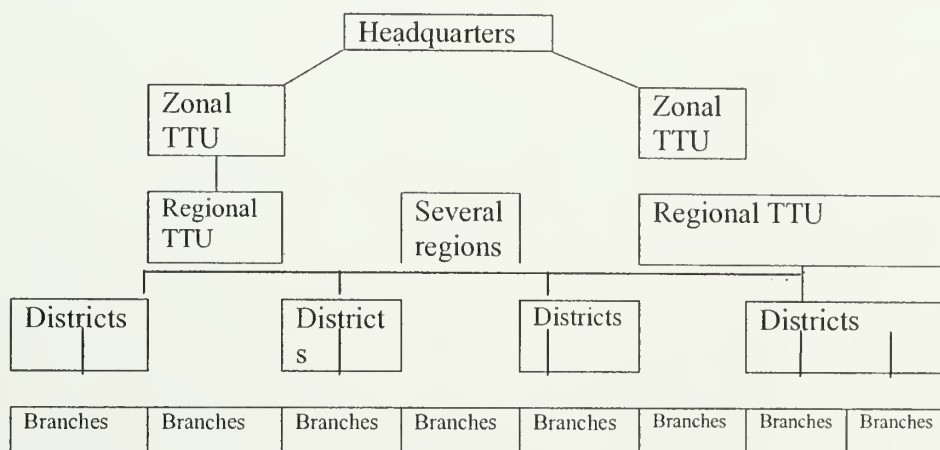


Figure 35: Response for the visual of an organizational chart for TTU

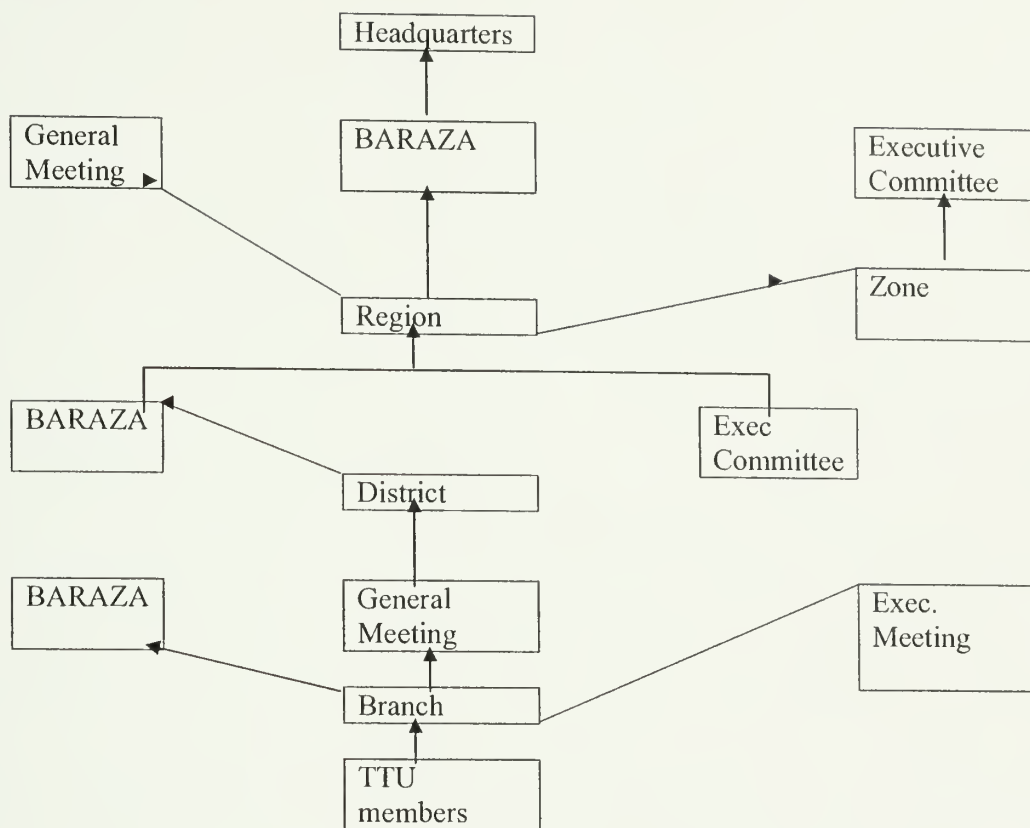
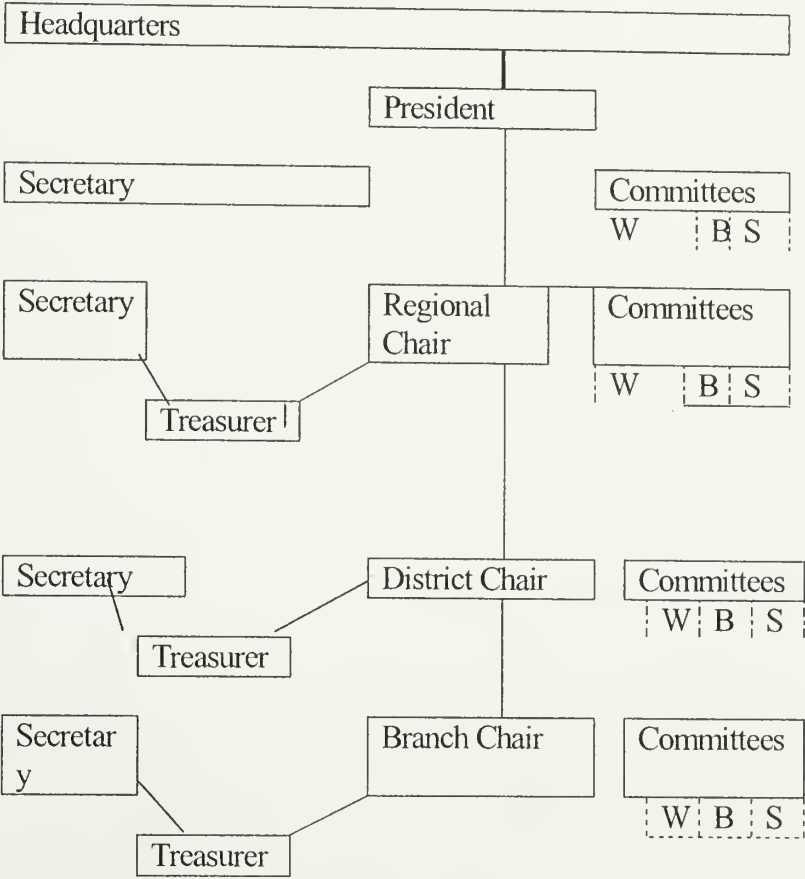


Figure 36: Response for the visual of an organizational chart for TTU.

One participant came up with the organizational chart that begins at the lowest level of the union; that is, the branch member (Figure 36). The BARAZA and the Executive Committees are given more prominence. The General Meetings are there, but they seem to be dictated by the lower levels of the organizations. Additionally, the Headquarter seems to be the one with the final say for the union. This is against the constitution of the union. In this visual, there is only the bottom up approach and interestingly, no top down communication shown.

In Figure 37, there is a concept that is new to nearly all the teacher unions in Africa. In every level, there is a woman representative. Also since there are more basic education teachers than in the other sectors, there are more representatives for

them. In this structure, the emphasis is close cooperation between the secretaries and the treasurers. The committees have been left hanging without a link in all levels of the hierarchy. The Women committee (W) is responsible for mobilizing the union give equal opportunities to the womenfolk. The Basic Education Committee is advocate for better working conditions for the union members teaching in the rural areas. The Special Education Committee aims at helping the disabled teachers to be heard in their concerns. Additionally, the President and the Chair for the lower levels are connected but the link to the secretaries is via the treasurers. This is an anomaly.



KEY: W = Women Committees, B = Basic Education, S = Special Education

Figure 37: Response for the visual of an organizational chart for TTU.

In Figure 38, there is one participant's different organizational sketch.

The Branch Secretary is the organizer at the branch level. The Branch Secretary has links with the other branch secretaries and also with district leaders. These district leaders consist of the Chair, the Treasurer and the BARAZA. The position of the District Secretary is not even mentioned. Likewise at the regional level, there would be the same replica structure and also at the zonal and national level. Again, this violates the current constitution of the union. In this structure, the secretary is the one who holds the union, and must have organizing skills to make the union function. A replica at the branch level that is the same as the district level was visualized by one participant. The Branch Secretary can be replaced by the General Secretary. This is an imagination from a member who is not in a leadership position.

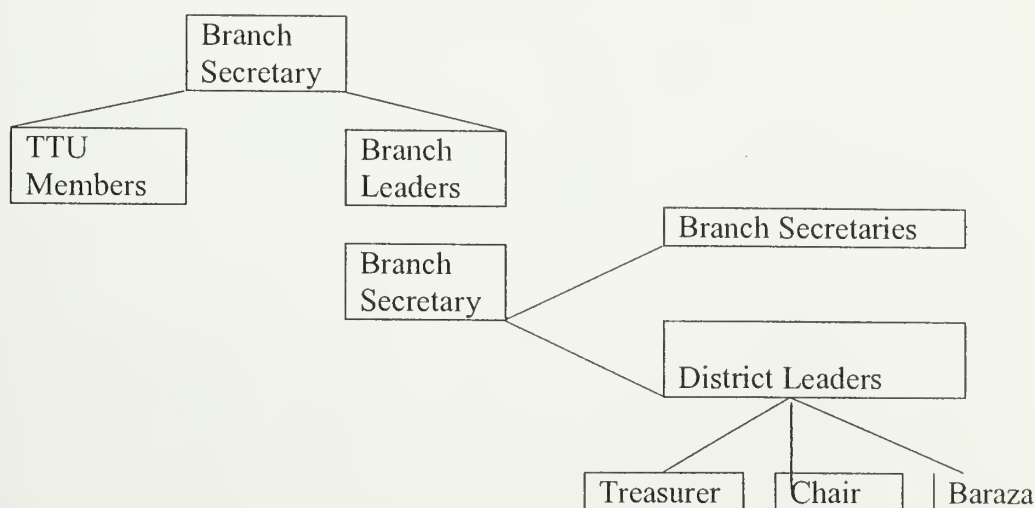


Figure 38: Response for the visual of an organizational chart for TTU.

One participant reframed his vision of the organization chart of the union to consist of the following basic structure.

- ◆ The Chair
- ◆ The Secretary
- ◆ The Treasurer
- ◆ The Secretariat
- ◆ Relevant Committees
- ◆ TTU Members

In Figure 39, there is an organizational chart that has come from the most southern part of Tanzania. There is emphasis on representation by gender. The structure obeys the bureaucratic structure of the employer. This again shows the extension of the arm of the employer. This structure applies at the district level only as noted by the participant. At the national level, the structure is as noted in Figure 40. It is to be noted that several villages make a ward, two or three wards make as a division, three or four divisions make a district, three districts make a region, and three regions make a zone.

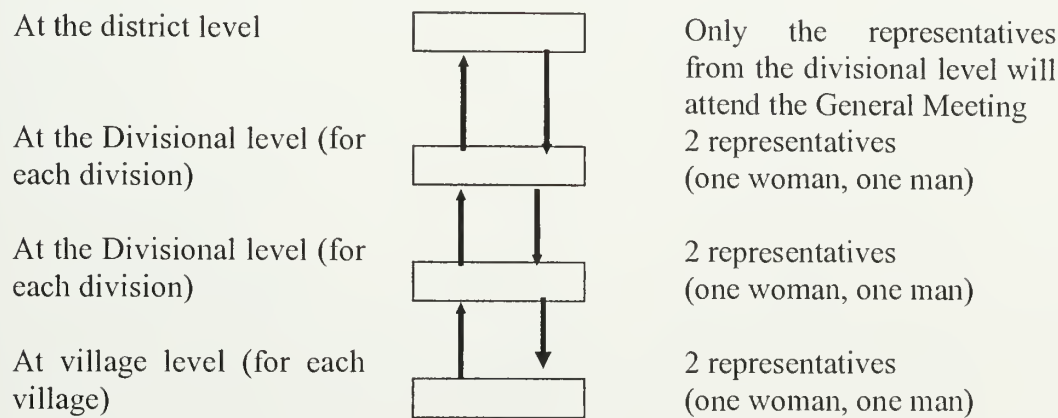


Figure 39: A visual of an organizational chart from the most Southern part of Tanzania bordering Zambia and the Democratic Republic of Congo.

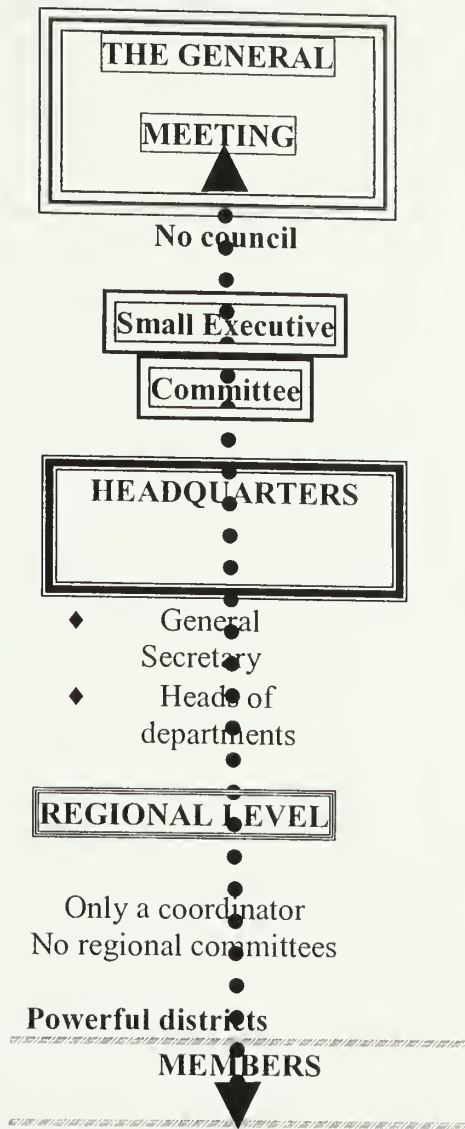


Figure 40: A proposal from participants for the visual of an organizational chart for TTU.

The idea of having no council was noted by the respondent in order to reduce travel costs for the members. Also the work of the council can be done by the executive committees. Also, for the same reason, it was pointed out that there is no need for regional committees and that a coordinator at this level would be appropriate.

Revisiting the paradigms: The prediction of Ofori-Dankwa

Before the discussion is enhanced, it is time to revisit the theories governing the political and economic paradigms. Murray and Reshef (1988, p. 616) initiated the debate by developing assumptions of the political and economic paradigms. The political paradigm refers to actions aimed primarily at influencing national policy and legislation. The fundamental assumptions of the political paradigm are:

1. Unions should advocate broad societal interests.
2. Government is a powerful and legitimate agent in resource allocation.
3. Unions should encourage government' critical decision makers in political exchange relations.
4. The political arena provides useful information opportunities to advance labor interests without being involved in industrial strife with employers in the labor market.
5. To extract the most from political exchange relations, employer representatives should participate.
6. Collective bargaining is an important regulatory mechanism but no means is it the only one.

On the other hand, the economic paradigm refers to economic actions and efforts by labor to realize its goals through direct pressure on employers. The sacred principle is that the union should not be involved with the management.

At the macro level, this means

- ◆ strikes
- ◆ collective bargaining

- ◆ occasional involvement of worker representatives in management policy making

At the micro level, it means economic actions, which include

- ◆ individual acts such as picketing
- ◆ absenteeism
- ◆ sabotage

The biggest assumption is that the political and economic paradigms should remain separate. Murray and Reshef (1988, p. 617) have the following as the economic assumptions.

1. Workers have little interest in broad social issues; they expect their union to improve their working conditions and well-being.
2. Unions should rely on their powers; they should not expect the government to offer a helping hand. Government is an impartial mediator.
3. Labor shares no common interest with management.
4. Therefore unions should stay outside the management decision-making processes.
5. Thus collective bargaining is the union's foremost mechanism for the advancement of worker's interests.
6. Labor should never question the legitimacy of the capitalist system; it should not try to undermine this system's tenets, such as the concentration of control and ownership of economic resources in a small number of hands, and the availability of labor markets.

Murray and Reshef (1988, p. 617) have noted that each paradigm is a world-view. A union cannot have a mix of assumptions from different paradigms. A general labor union in Israel (Histadrut) was in the political paradigm for 30 years until 1977. A new government took over, stripped the union of its political power and forced it to work only in the economic paradigm. The unions tried ineffectively to belong to the economic paradigm but still it had to revert to the political paradigm in 1986. Murray and Reshaf (1988, p. 618) have also noted that the economic paradigm means high – risk/high-pay off while the political paradigm means modest yet durable gains.

Jacob (1990, p.683) critiquing the work of Murraf and Reshaf (1988. p.616) noted that early industrial unionism was organic and that political and economic paradigms are critical to labor. Sector unions cannot escape political action as they are controlled by government/employer. Unions need to be involved in the management decision-making process. If conflict is suppressed, the performance of the union will suffer.

Jacob (1990, p. 686) recommended a thorough survey about the centrality of political action in unions as theorized by Murray and Reshef (1988, p. 624). The union leadership may be inadequate for the task of rebuilding the movement in a hostile environment. He argued that a union is unlikely to find a satisfactory model for its activities. Jacobs concludes with the following quote:

The plight of American unionism deserves the attention of management scholars. Even though the work of Murray and Reshef represents a significant contribution to the analysis of this phenomenon, I hope more articles on the topic will be published in the future. (Jacob, 1990, p. 686)

Given the above background, Ofori-Dankwa took the theories advanced by Murraf and Reshaf (1988, p. 616) by introducing four paradigms instead of the two but

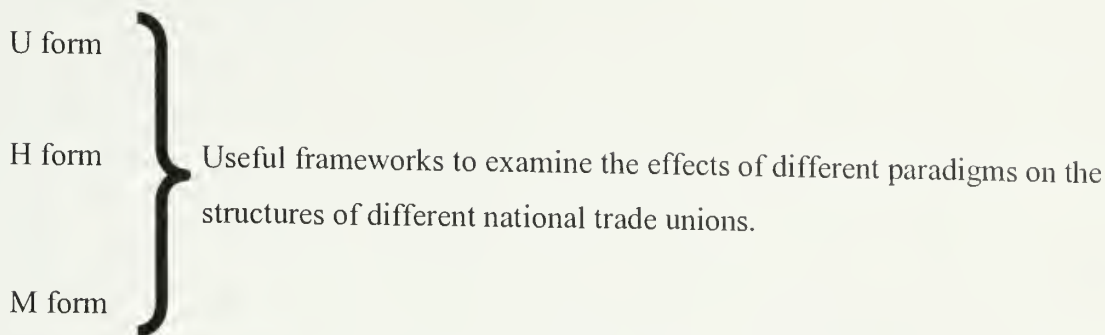
retaining the basic assumptions. This was elaborated in Figure 11. The paradigms developed were LPLE, HPLE, LPHE, and HPHE and has been visualized in the diagram. Further assumptions were made that there is a correspondence of the paradigm identified and its organizational pattern as I have reframed as follows.

There are the U, H and M forms of organizational structures and each structure has been given a corresponding paradigm. The U form is the unitary organization structure that obeys span of control. There is a clear description of duties, lines of command and authority is from the top to the bottom of the organizational ladder of leadership. Any officer in the hierarchy has to be told what is to be done and has to be supervised. It is the Weberian, military organization and follows the principles of scientific management as noted by Murray and Reshaf (1990, p. 691)

The H form of organizational structure is the one that is a Holding Company form whereby there is a strong coordination of activities of all that is taking place in the organization. It is not unitary but the organization has divisions which are coordinated laterally and horizontally for the union to achieve its objectives and goals.

The M form of an organizational structure is the one that has multi-divisions. Each division is assigned a particular task to do and there is delineation of labor. Each section can be semi autonomous. Both of the divisions can work on different programs or events at the same time.

I have developed the framing below to show the U, H, and M frameworks as noted by Ofori-Dankwa (1993, p. 269).



It is likely that LPLE has Unitary organizational structure. It is necessary as such a highly centralized system would be needed to forestall development of trade union affiliates that have different philosophical ideologies as noted by Ofori-Dankwa (1993, p. 269).

The HPHE paradigm has the Holding for company form as there is the need for high level coordination for both political and collective bargaining arenas as it has been noted by Ofori-Dankwa (1993, p. 269). Likewise, the HPLE paradigm also has the Holding company form as the degree of concentration is not as high as that of HPHE.

The LPHE paradigm has the Multidivisional form, low political matters at the top and high economic orientations at the division lines and there exists delineated division of labor as noted by Ofori-Dankwa (1993, p. 269).

The organizational structure for the Tanzania Teacher Union.

Ofori-Dankwa (1993, p. 269) theorized that a national labor union movement with the LPLE paradigm like TTU, would have the U form of an organizational structure. Aquino (2000, p. 176) has found that organizational relationships are almost inevitably hierarchical and characterized by inequalities in relative power and status.

Hierarchical authority is a unique form of power whose effects permeate the systems of the organization and translates directly into observable differences in high versus low status position. (Aquino, 2000, p. 176)

As far as the union is concerned, there is clear match of the theory and the organizational structure of the union as the data collected have shown. Then in practice, I tried to document what has come from the data for the leaders and the members of the union so as to see if the Ofori-Dankwa (1993, p. 269) theorization confirms how the union organizes its activities.

Each union's paradigm is associated with a specific way of the union organizing its activities; either there is a match or a mismatch between the paradigm and its organizational model. As has been noted, though theoretically, there is a match, in practice what the union is doing does not measure successes. The union does not have a mechanism for negotiating with the employer and the employer seems to have the union in its pocket. Seemingly, the employer colonized the union. The union needs to go out of the bonding chains of the employer so as to operate like a free trade union.

In the history of the union, there were two leaders, belonging to the LPHE and to the LPLE. The net result was that they could not work as smoothly as in the course of time; the union had to elect new leaders whose assumptions were consistent with the union paradigm. What assumptions should a union have in order to support a course of action to influence education policy?

The Overall comments from the questionnaire

At the end of the questionnaire, there was a section on writing any other comments. 52% of the participants (Table 42) made the following ranked comments. They have been ranked in terms of the frequencies (f) of repeated views. Some have been worded as recommendations and nearly all the views; confirm that TTU belongs to the LPLE paradigm. By observing the comments, I developed a faith in the union labor movement and I believe in three variables for a viable teacher organization namely; timely democratic elections, financial accountability, and making right decisions at the opportune time. This is my thinking after having looked at the overall comments.

Table 42: The overall comments from the questionnaire.

View	F
No written comments in the section on any other comments in the questionnaire.	48
1. The Employer does not take seriously the recommendations from TTU. Enmity exists between union officials and the district authorities as the former follow on teacher' rights. The employer wants the job done, and the teachers want remunerations for work done and hence a registered conflict as the employer has a final say with or without consulting the union. There may be oppression of teachers.	5
2. There is the strong need to the union to organize its members so as to show the impact of the union. There are few benefits of the union at the branch level and the whole membership at the grassroots do not benefit from the monthly deductions. Branches do not meet as per constitution. Financial accountability at the branch, district, regional, and national levels will bring confidence to the entire membership.	5
3. The union should always be close to its membership and have its membership updated with all recent events. Membership education needs to be given full attention.	3
4. The weaknesses in the constitution should be discussed and decisions to be made.	2
5. The regional and district chairperson should be given more status by some financial gains and there is the need to strengthen the districts.	2
6. Top leaders need to be structured so as to have a representative each from primary, secondary, teacher training and from Adult Education. In SATO leadership requires that no two top leadership comes from the same country.	2
7. Headquarters is away from the union members. Union service to teachers needs to be satisfactory.	2
8. No full participation and the CHALK HOLDER is not given an opportunity to air his or her opinion.	2
9. The union is becoming more political in addressing the problems of teachers. Union politics and national politics are becoming hard to distinguish at both micro and macro level.	2
10. No national economic project that is manned by the union. All projects that are to be run have to planned and implemented with transparency.	2
11. The union need to be involved in political activities so as to get Members of Parliament who can speak for teachers' rights	2
12. Union members are paid sitting allowances and, therefore, have the motivation to provide services to members.	2
13. The union should be measured in terms of providing good service to its members.	1
14. General meetings should be held twice a year and have members paid their travel and accommodation costs	1
15. Women leaders (The District Chair and the Treasurer) do not go to the General meetings	1
16. The union has the challenge of satisfying its members.	1
17. The President and the Treasurer should be full employees in the union	1
18. Members of the union should be given the opportunity for the children to be given free education from primary education up to the University.	1
19. The union had to respect the schedule of its meetings	1
20. The secretaries for the districts, on being transferred need to keep their positions	1
21. Long term leadership training be provided	1
22. The need for electing leaders who are committed to the union and not for their self-aggrandizement.	1
23. Women representatives should have their roles more defined. In addition, women projects need to be given special consideration.	1
24. Union leaders need to visit the members in the branches	1
25. The union is young and trying to develop	1
26. There are few trainings for both teachers and union leaders	1
27. Union's sources of money are through monthly deductions, grants/aids from donors, and loans.	1
28. Teachers are being involved in many national events, including taking part in census.	1
29. The union gets orders from the Government and also circulars, as the union is an extension of the Government.	1
30. The 'Bima kwa Afya' needs to be revisited.(Health Insurance)	1
31. Medical grievance is a big problem. MEDICAL BILS are a bother to teachers. This has been repeated in the social activities of the union.	1
32. The need for district and branch boundaries	1
33. Members to be informed of changes inside the union and inside the Government.	1
34. There are deductions that are made on the teachers' salaries without their consent.	1
Total	100

From the data collected, it appears that union activities, do seem to raise many complaints. The question being asked is whether the organization of the union really matches with the union paradigm? Having labored over the question in the process of the data analysis, I tend to believe, there is an alternative way of describing the union so that more insight can be found. In fact item number 11 in Table 42 gives me the clue. The items states, “The union needs to be involved in political activities so as to get Members of Parliament who can speak for teachers’ rights.”

As far as organizing is concerned, the data obtained from the union of TTU has enabled me to fit it in the LPLE paradigm. By being in this paradigm, TTU will organize its activities in a particular way. The theory advanced claims that it will belong the U form way of organizing either doing political or economic activities or a combination of both. It can be noted that TTU is similar to other unions in Africa. Is TTU consistent with way it is organized and in the paradigm it belongs to?

Since the union is operating in an environment that involves the educational process, the question will be posed as to whether that kind of organizing mentioned in the previous paragraph will influence education policies. When the union is doing the activities that influence educational policy, does it have the opposite organizational structure? Do the activities have a direct impact on the national policies of Tanzania? Which way should the union organize to impact educational policy? What kind of an instrument that is good for organizing the activities.

Related to the above, all unions tend to do almost the same activities, but not with the same intensity. Theory says in order to organize well (economic and political)

there need to be of a certain organizational form. There is the need to have congruence of organizational form and the space of paradigm, this being the dominant paradigm. If there is no congruence, they cannot influence the educational policy; that is, there is a mismatch. There has to be a congruency of the paradigm, the organizational form of the union and how the union influences the educational policy as seen in Figure 42. The necessary and sufficient condition for the union to fulfill its goals is the congruency of the dominant paradigm and the organizing form to influence educational policy.

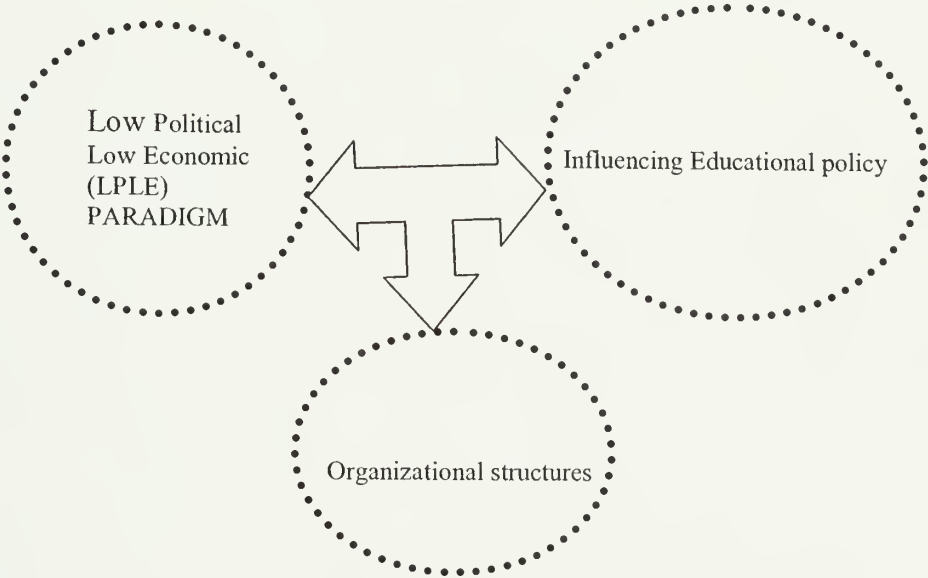


Figure 41: The Congruency

CHAPTER VII

UNIONS AND EDUCATIONAL POLICY

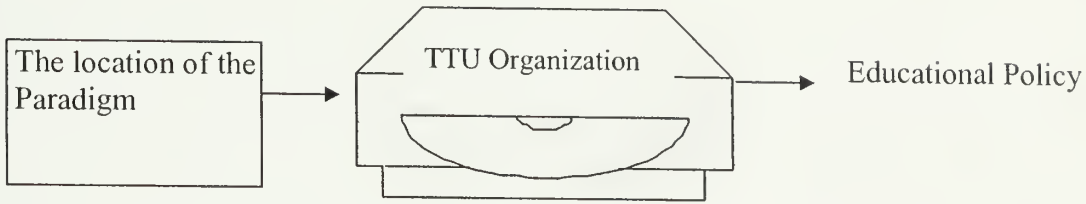


Figure 42: Paradigm, organizing and policy

The way the union influences the educational policy is based on its organization as shown in Figure 43. Four issues came to my attention. Is it important that the goals of the union be congruent with the organizational form of the union? Is it also important for the paradigm of the union and its organizational form to be congruent? How does the interest in a union under an organizational form influence educational policy? Is TTU's organizational approach a good one?

In order to continue with the analysis, I quote the following experience from China for the year 2003, where the national labor movement is under the LPLE paradigm.

... labor organizations are under the supervision of the governing political party, in the case of China, the Chinese Communist Party. The result of this is that the union is an instrument of spreading the party's interests to the workers in those institutions. In Chinese universities the labor union mostly had a social welfare role. It was concerned with providing necessities and amenities for the workers. I remember, for instance, that on Teachers' Day and for Spring Festival, the union gave gifts to all the teachers and all the employees. The union was also an advocate within the university for good housing, health care, etc. for all the employees.... Because we are talking about a one party state, the union really did not have the role of influencing political processes or structures. The influence went the other way, from the top (national leadership) to the bottom (local institutions). (Linell, 2003, p. 1)

With this kind of analysis, the next section will deal with the influencing of policy. The four issues raised above will be highlighted under that section. Before I do so, I need to make a short note on policy. I have elaborated the definition as noted by Peters (1999, p. 4) with the following diagrammatic picture, Figure 44. It makes one get the reality check of the definition as the levels can be mentally construed and understood for the micro and macro politicking for policy pundits as noted by Peters (1999, p. 5). With this kind of an image of policy analysis, the issue of influencing educational policy can be made.

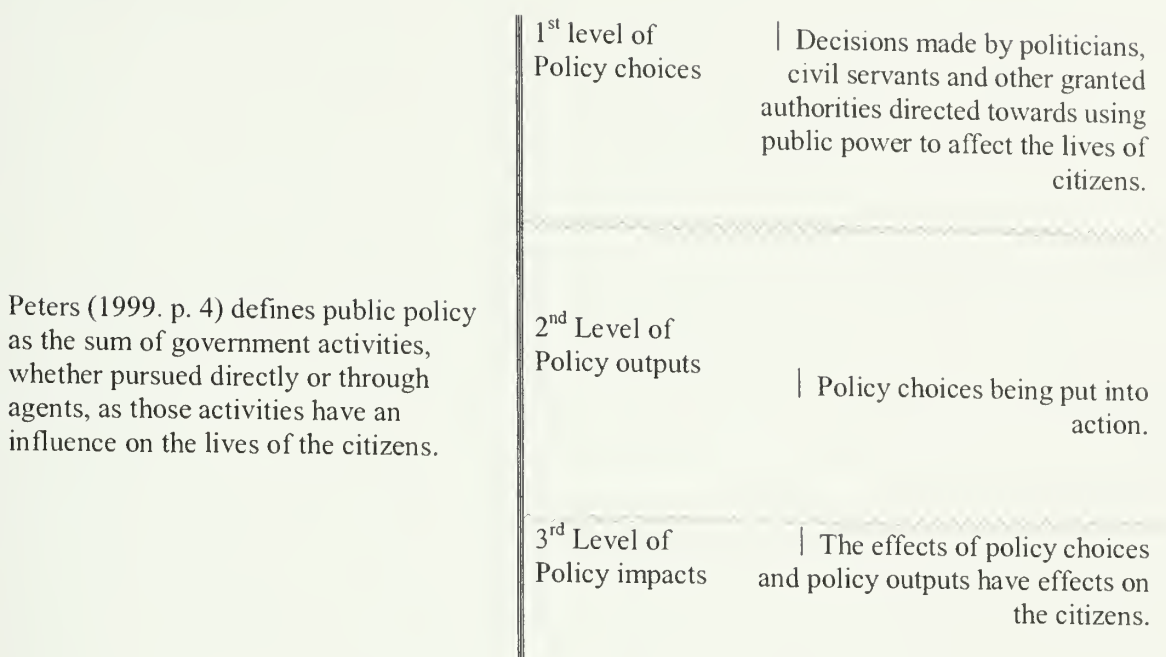
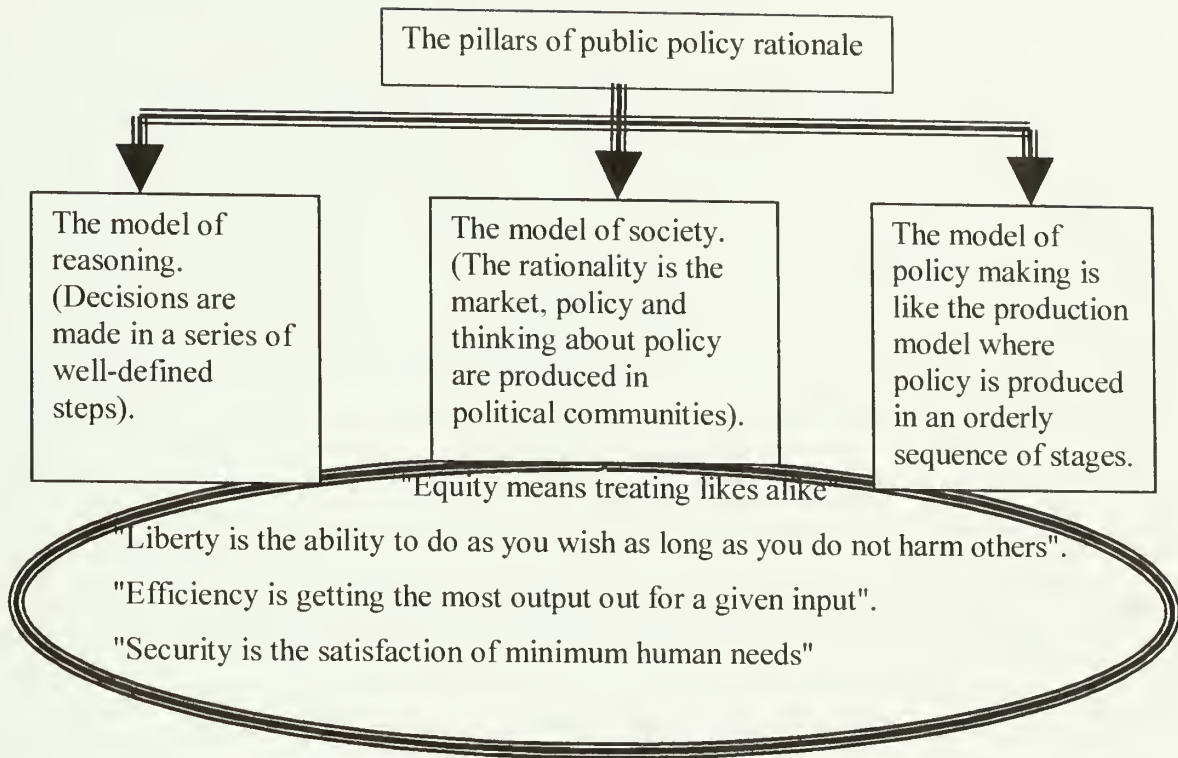


Figure 43: The theoretical elaboration of policy for the citizen

Haddad (1995, p. 9) claims that policy represents decisions that are designed to guide (including constraints) future or to initiate guide to implementation of previous decisions. Stone (1997, p. 37) regards policy as rational attempt to attain objectives and that equity, efficiency, security, liberty and community are invoked as criteria for the justification of policy. Further, Stone (1997, p. x) argued that actual policy making deviates from pure rational analysis and that politics can be viewed as creative and valuable feature of social existence. Other political scientists may view policy as being assembled in stages as if on a conveyor belt. In the policy discourse, public policy rationale rests on three pillars as shown in Figure 45.



Source: Stone (1997, p. 37) with my modification of drawing the conceptual frame.

Figure 44: Pillars of public policy rationale.

Influencing Policy

The Educational Policy Analysis in the last decade of the 20th Century in Tanzania (1990 – 2000) has shifted from Education for Self Reliance to Education and Training. There has been a declining trend of the educational system towards the shift from “Education for Self Reliance” to “Education and Training Policy.” I have shown that the union has not been involved from the political context of the policies as reflected in the documents and as noted by some of the participants.

The background of the policies made

In 1990, it was the time when Tanzania started to lose fame in the world arena. It was a country that was leading by having the highest literacy rate (90%) in Africa. It also had a sound policy, "Education for Self-Reliance." This policy appeared to have a different emphasis than the new leadership in power. It was also the period when the Late Mwalimu¹⁵ Julius Nyerere was no longer in control of the policies he had put in place when he was the President of the United Republic of Tanzania. He had relinquished power through a democratic process of his choice being among the first Presidents¹⁶ in Africa to do so. It can be noted that it was his charismatic leadership that contributed to make Tanzania famous. Given also the fact that Tanzania was known to have maintained the Headquarters of nearly the majority of the liberation movements in the world, it was also the time when this role was diminishing as most of the countries in Africa had achieved their independence. That meant Tanzania was now focusing more on domestic issues, though the Burundi and Rwanda crises took some of Tanzania's time to handle and affected the timing of implementing the policies in time at the end of the decade.

All the facts point to Tanzania being on the decline. The educational system that had been free was now hitting hard on the farmer and the tax-payer for fees were to be paid and new policies were developed to cope with the crisis. It was also during this decade that international pressure, IMF and the WB had demanded and conditionalities

¹⁵ Mwalimu Julius Kambarage Nyerere was the first President of the United Republic of Tanzania from 1961 – 1985

¹⁶ Presidents in Africa have tended to be in power till the last days of their lives, and Mwalimu was the example in Africa to leave power and live in his own village, which is Butiama on Lake Victoria.

for making the economy of the country be liberalized and have a free economy. It was also the time when multi-party democracies were taking root in a country that had experienced one party rule of socialism for the past 30 years. In short, in the world map, Tanzania was no longer offering heroic social developments (Mwapachu, 1998 p. xv) to be exemplary to the rest of the third world, a privilege the country had enjoyed during the reign of Mwalimu Nyerere! During the reign of Mwalimu Nyerere, the Tanzania Teacher Union was not in existence as free trade unions were abolished in Tanzania in the year 1964.

The policies in the decade, 1999 -2000

Since independence, Tanzania has developed policies directed at the development of the people. The Government's priority was directed towards the rural population, the majority, in providing the basic services. Such services included health, education, and safe and clean water as promulgated by MCDWAC (1996, p. 1).

In this scenario, Corrales (1999, p. 3) argued that in the 1990s education reforms emerged as a top priority political issue in both developed and developing countries. Each nation was thinking that by improving the quality of education, it would be able to have the upper hand of the international competitive economic power as well as having sustainable domestic development. In view of this school of thought, Tanzania¹⁷ could no longer see education as a social obligation for the proletariat and the peasantry, but rather as a catalyst for development, a very bitter pill indeed to swallow as she was

¹⁷ Tanzania is forced to think of making a shift away from Education for Self Reliance as a hard choice of a bitter pill to swallow.

experimenting on the philosophy of Socialism and Self Reliance which was strongly held. Given the ensuing scenario, Corrales (1999, p. 4) puts it exactly as follows.

In sum, education reform in the 1990s has enjoyed a new impetus in policy circles, both domestically and internationally, and across different ideologies. (Corrales, 1999, p. 4)

Tanzania could no longer see itself as the promised land of Musa¹⁸ and Tanzania could no longer influence decisions the way it used to during the liberation struggle to free the colonized and end apartheid system in Southern Africa. The decade found Tanzania in with a policy paradox. The socialist ideology and the policies for education existing at that time to implement the former were now at loggerheads as noted by Swai (2000, p. 207). Understandably, Tibaijuka (1990, p. 7) declared that despite a decade of Structural Adjustment Programs (SAPs), in 1990, the World Bank projected that the Sub-Saharan Africa is the only region where poverty and misery would increase in the 21st century. With all these predicaments and obstacles, Tanzania had to come out with solutions as a means to tackle policy problems as noted by Stone (1999, p. 259), though Corrales (1999, p. 4) continued to argue that political obstacles continue to paralyze and distort well-devised reform initiatives.

In Tanzania, therefore, I have been able to identify the following as the policies that were in place in the last decade of the twentieth century.

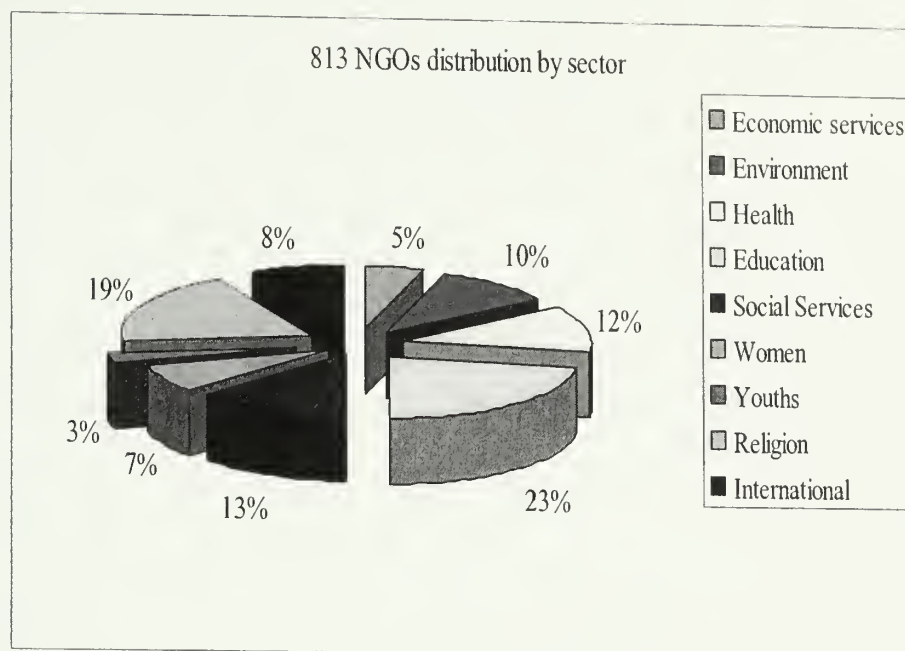
¹⁸ In Tanzania, the peasantry and a few elite do refer to Mwalimu Julius Nyerere as the one named Musa in the Holy Scriptures who could not see the promised land. Indeed Mwalimu passed away without seeing the land he had promised to his egalitarian society of Tanzania. He could perhaps see it there in the 21st century but his life on earth ended on October 14, 1999.

1. The Policy on women's development, which had the following objectives.

(1) Defining the meaning of the concept of women in development; (2) Identifying the problems arising from planning without gender focus and to giving guidelines in planning with a gender focus. (3) Identifying obstacles hindering the participation of women in development and directing ways of removing the same.

2. The National Policy on Non Government Organizations (NGO)

Tanzania is in early stages of implementation of this policy. It is the desire of the Government to work with NGOs in order to promote social economic development. Non Government Organizations (NGO) have developed strategies or have detailed plans of actions like CARE International Tanzania, Action Aid, World Vision, Plan International and Oxfam UK to just mention a few. As in Figure 46, indicates the distribution of a total of 813 NGOs by sector in Tanzania, then all these plans are meant to fit to the general goal of enhancing quality education but indeed there may be an element of coordination of these NGOs and the local community based organizations as well as working in liaison with the Government.



Source: TEN/MET (2000) with modification of the visual drawing.

Figure 45: Distribution of NGOs by sector in Tanzania.

There is definitely an issue of policy as noted above for policies on NGO formulation to get rid of ambiguity or make ambiguity as an advantage to development as advocated by Stone (2000). The Tanzania Teacher Union as a Non Government Organization is in the competition of making itself known in this sector.

3. The child development policy developed in 1996

This policy was aimed at addressing the problems and needs of children according to the stages of their growth in order to lay the foundation of self-reliance, employment and education. Additionally, the policy was to ensure that there are laws, which can be used to deal with child abuse.

4. The policy on culture

The policy stipulates to strengthen the national cultural identity, to strengthen the national language, Kiswahili, and at the same time to consolidate English as an international medium of instruction as promulgated by the Kapuya¹⁹ (1999) In the policy, it is mentioned that the languages of French, Portuguese, Russian will be taught in the schools. As Swai (1990, p. 91) has argued, in the developing countries, the language policies will always mention the use of foreign languages.

5. The Defunct Education for Self-Reliance Policy.

The policy was originally written by Mwalimu Julius Nyerere in 1967, has been holding water from its inception up to the beginning of the last decade, in the last century. It was a strategic choice for the masses that touched the whole citizenry, as it was the practical reflection of the wider philosophy of Socialism and Self-Reliance.

We want to create a socialist society which is based on three principles: equality and respect for human dignity; sharing of the resources which are produced by our efforts; work by everyone and exploitation by none. (Mwalimu, 1967, p. 7).

This document was not to be tampered with and I remember I wanted to critique the document in 1981 and I was warned by my professor in those days that this was a policy paper. I have since then lost my critique comments on the paper out of the frustration. I was not allowed to critique a government policy paper! It thus clarifies the

¹⁹ Alhaji Juma Kapuya was the Minister of Education and Culture for the United Republic of Tanzania when the policy was being formulated.

arguments put forth by Stone (1997, p. 272 –281), in which the inducements were well articulated for the professor to ensure that the students follow and implement the policy mechanism in place. As a matter of fact, the professor could have borrowed the language of suasion as elaborated by Peters (1999, p. 11) to silence my critical value on the policy document, which had been adored like a small god. This is an indicator of the kind of strength and intensity the document had at that time. It was like gold that would always glitter. Every page of the document was succinctly clear with the notion of encouraging the growth of socialist values, and the development of a proud, independent, and free citizenry, which relies upon itself for its own development as postulated by Nyerere (1967, p. 7).

Today, in the 21st century, the success story has worn second hand clothes from the first world (my own metaphor) using the metaphor as designed by Stone (1997, 272). A new document, Education and Training Policy, has come up that is like burying the policy of education for self reliance in a very manipulative manner by having the concept of self reliance in a background shadow that is fading gradually to non-existence. The new document as expounded in the next section is visualizing a different society of the haves and those whose economy will end up buying second hand clothes from the developed world.

6. The new policy: Education and Training Policy

The new policy in education is referred to as, “Education and Training Policy” as noted by MOEC (1995, p. 1). It is a policy formulated in the last decade to make Tanzania move comfortably into the 21st century. All the policies mentioned above will be reflected as we develop this analysis in the next section for the new policy is meant to be broad enough to cover the entire education spectrum.

A description of the policy

The new Government macro policy reflects an increased role for the private sector, liberalization of the economy, provision of essential services to priority areas, investment in infrastructure and the introduction of cost sharing mechanisms and, therefore, necessitating for the Education and Training Policy. As the document of the United Republic of Tanzania states MOEC (1995, p. 5) the policy intends to:

- ◆ decentralize education and training by empowering regions, districts, communities and educational institutions to manage and administer education and training;
- ◆ improve the quality of education and training through strengthening in-service teacher training programmes; the supply of teaching and learning materials; rehabilitation of school/college physical facilities; teacher trainers’ programmes; research in education and training and streamlining the curriculum, examination and certification;
- ◆ expand the provision of education and training through liberalization of the provision of education and training, and the promotion and strengthening of formal and non-formal, distance and out-of-school education programmes;
- ◆ promote science and technology through intensification of vocational education and training ; rationalization of tertiary institutions, including the establishment of polytechnics; strengthening science

- and technical education, and development of formal and non-formal programmes for training of technologist [sic];
- ◆ promote access and equity through taking access to basic education available to all citizens as a basic right; encouraging equitable distribution of educational institutions and resources; expanding and improving girls' education; screening for talented, gifted and disabled children so that they are given appropriate education and training, and developing programmes to ensure access to education to disadvantaged groups;
 - ◆ broaden the base for financing of education and training through cost sharing measures involving individuals, communities, NGOs, parents and end – users, through the inclusion in the Investment Promotion Act. (MOEC, 1995, p. 5)

The significance of the policy

In 1990, The National Task Force on Education was formed with the primary mandate to the existing education system and was necessitated to recommend a suitable education system for Tanzania for the 21st Century. As per Peters 1999, p. 45), there was an agenda setting where a problem in the society was identified. This also concurs with what has been propounded by both Stone (1999, p. 52) that every policy issue involves the distribution of something. Then what is this something? Tanzania never had a comprehensive education and training policy despite all her rhetorical metaphors, there were just short and long development plans. The Government saw the importance of the policy as a guide for synchronization and the harmonization of all structures, plans and practices, thus ensuring access, equity and quality at all levels, as well as proper and efficient systems for managing, administering and financing education and training. The necessity for this policy analysis is clear as Hills (1997, p167-169) admits that many countries are engaged in vigorous policy debates and public policies are essential frameworks to the basic conditions of competitive markets. Two questions will

be addressed. The first one, what is the critique of the policy?” The second one, what is the political context of the policy?”

A critique of the policy

Peters (1999, p. 45) vehemently argues that before a government can make a policy choice, a problem in the society must have been accepted as part of the agenda for the policy-making system. The problem in Tanzania had been identified by many; just to mention a few. Materu and Omari (1997, p. 48) have found out that the quality of schooling, the instructional processes and the physical infrastructure in the sector left a lot to be desired. Abayo and Kaijage (1997, p. 1) argue that there is lack of a formula for allocating resources to schools and programs in Tanzania. Speaking over the other sectors from the world point of view, Rhoads (1996, p. 3), contends that typical policy concerns of micro economists regard the governments systems of transportation, communication, and minimum wages as inefficient.

Further, the review of literature surveyed that the education reform policies for the 21st century are also taking place elsewhere. Like in any other states, Massachusetts (1999, p. 1) has passed the Education Reform Act, whose big goal is to,

...provide a public education system of sufficient quality to extend to all children the opportunity to reach their full potential and to lead lives as participants in the political and social life of the Commonwealth and contributors to its economy Massachusetts (1999, p. 1).

The act has five main areas related to the study, which are:

1. There will be a performance rating mechanism for getting results for all students.
2. There are going to be core subjects to be taken at any one time by the students

3. Schools which under perform in the examinations will be subjected to public inquiry
4. There will be an evaluation for the district performance in the delivery of education services so as to install accountability⁶ in the education system.
5. Schools that are exemplary in the examinations will be rewarded so as to provide motivation to schools, students and to the whole educational system.

With the above reforms, it means that Massachusetts has joined the rest of the world in the sweeping reforms of public education and Tanzania is no exception for the reforms. Groups are fighting to get more education, control the curriculum, and get their children better teachers as has been noted by Klees (1996, p. 602). As it has also been noted by Goedegebuure et al. (1997, p. 618) on higher education, privatization is being embraced as an ideology to address the public failure on the delivery of education services. The relationship between higher education and the wider systems of authorities and structures have an impact on the change and quality in the educational system Goedegebuure et al. (1997, p.620).

In line with the above notion of changes being felt, what it means is that several governments have moved away from detailed centralized systems to planning at the institutional level as noted by Goedegebuure et al. (1997, p.628). Developing the notion further, Ravitch (1995, p. xv) during the last two decades in the American education system, for example, there has been a lot of dissatisfaction of performance in the schools and thus demanding serious consideration or major structural changes.

⁶ This is in line with the argument of Klees (1996, 575) that this is the efficient concept and that the economists would not favour the social demand model in planning for the educational system.

In all the above review of literature, there is a model of state and local school governance developing in what Elmore et al. (1996, p. 65) has “Educational Accountability.” It is this context that Tanzania though being on the periphery of the third world has also to make adjustments to cope up with the rest of the world and hence the development of the Education and Training Policy.

The political context of the policy

The following information provides some basic demographic and education data. As can be calculated from the Table 40, about 41% of the population is in the education age, making a total of 19.1 million children. (adding row 7 + row 8). Complementing the data from Tibaijuka (1998. p12), the teacher pupil ratio has fallen from 1:45 in 1983 to 1:69 in 1992 showing a crisis in the load of the teacher.

Table 43: Demographic Profile

Population:	30.8 million
Population Annual Growth Rate	3.2%
Urban Population:	24%
GNP per capita:	US\$ 90-120
Female Headed Households:	24.5%
Life Expectancy:	51 years
Children under 5 years of age:	5.2 million
Children under 15 years of age	13.3 million
Fertility rate:	5.8 children

Source: UNICEF's State of the World's Children, 1999

The political implication is that Tanzania has renewed its commitment in ensuring every child goes to school as WB (1999, p. 1) has noted that basic education is a catalyst that increases the impact of other investments in health, nutrition and water. This is just a political good will, which had to be guided by the data that is available on the ground. Astonishingly, 50% of the population is living on less than \$ 1 a day (WB, 1999, p. 4) and it is expected that this population will pay school fees. If there is a choice, in the family to have food or pay school fees, the rational choice is the former. The problem is compounded by the fact that the policy intends to decentralize the educational system so that the parents can give moral and material support to the ailing system. At the same time, Tanzania spends 6 times more on debt repayments than on education, according to UNICEF (1999) and this is quite a troubling fact.

The analysis of the educational context

In 1997, Tanzania developed a Basic Education Master Plan (BEMP) to guide the education policy for the period 1997 – 2002 with the following four objectives.

- Enhancing educational quality
- Improving access to education. The Parliament will enact laws to this effect.
- Introducing better educational planning, management and monitoring.
- Instituting teacher service rationalization

Many of the BEMP reforms are meant to enhance local ownership and management of basic education WB (1999, p. 82). The government plan is to decentralize the management of teachers to the districts towards enabling the local

communities to hire and fire teachers. While the government had good intentions and had made use of the Haddad 's (1995, p. 20) comprehensive/synoptic mode of policy formulation, the teachers' voice was not taken into account. The union did not favor the idea of decentralizing education services to the districts. The union gave three reasons to the government.

- ◆ The teachers were not mobilized to be involved in the process as it was affecting their lives in the whole profession. Some of the local personnel had started humiliating the teachers. In one critical incident, one of the village leaders went into the school to inspect the learned teacher in the classroom as an indicator of demonstrating village authority over the teachers.
- ◆ The teachers had to sign new forms of employment, which meant that the previous teaching history of the teachers would not count for the pension remunerations. It would sound like the teachers are starting new employment. In the first place, the salaries are low and yet the conditions set are more on the demoralization side for which teachers are not set to suffer more difficult and harsh conditions.
- ◆ Some of the poor districts could not pay the teachers even their low salaries. The salaries were delayed even though the money was coming from the central government. If the salaries are going to come from the unknown resources in the districts, teachers felt that their future was getting bleak.

Given the situation whereby nobody knows the limitation of the decentralization process in Tanzania, the union threatened to go on strike and the government succumbed by postponing the exercise until the system would be able to respond

accordingly. Decentralization is about practical issues as noted by Klees (1996, p. 588). It centers on which level of the decentralization and how much information is available for decision-making. As it has been noted by Bray (1999, p. 210) on a more bureaucratic plane, both centralization and decentralization may be advocated in order to improve efficiency.

In Tanzania, this is what has happened as can be observed in Figure 46. The way an issue passes through the educational system is as shown where there are levels and roles for each to be played. There is also an external donor who can inject money at any level in the system with or without the government knowing. What is on the right side shows the roles and inside the boxes are the functions. The lines that are not broken down indicate the line of command and any dotted line indicates the polyandry relationships and semi transparent links, which might force some degree of lobbying and coaxing. In practical terms, symbols are used Stone (1998, p. 137), stories are made (Stone, 1998, p. 138), synecdoche is made use of (Stone, 1998, p. 145), ambiguity is taken as an advantage in getting an issue accepted (Stone, 1998, p. 156- 161) and numbers and metaphors (Stone, 1998, p. 164 - 186) are fully utilized in micro politicing to ensure that an educational issue passes through the seemingly complex system.

The linkage is complex and profound as can be seen in Figure 46 that is a visual map of linkages between the union, the government and other educational agencies. The donor community becomes like an octopus with so many tentacles that influence education policy. TTU can be manipulated by the international NGOs to toe their lines of idiosyncratic ideologies.

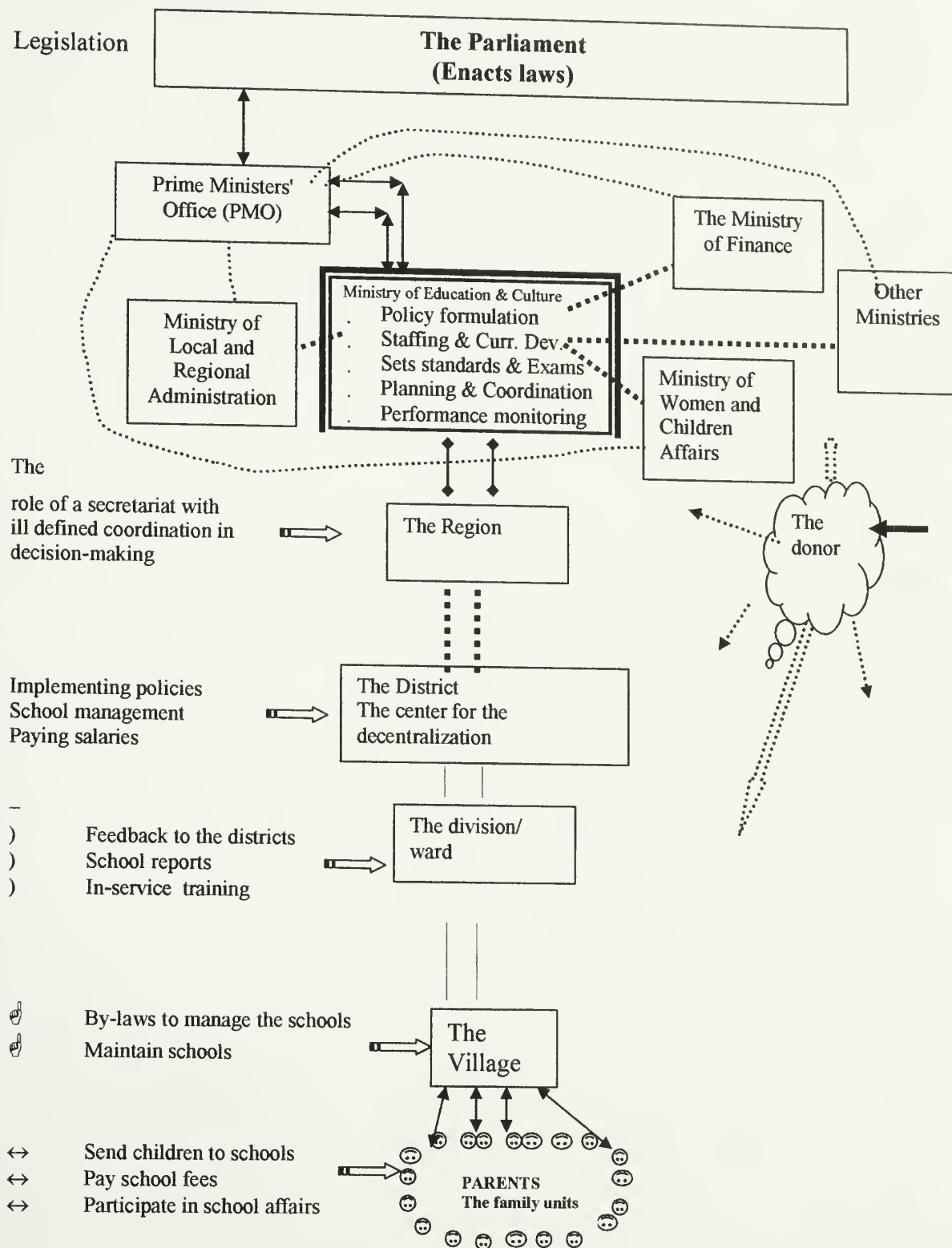


Figure 46: The complexities and linkages in the basic education issues in Tanzania.

What do I think is the appropriate policy?

Borrowing the words of Rhoades (1999, p. 220) and sharing the similar sentiments by Peters (1999, p. 42) there is no litmus test, which can indicate that this is a doable policy. In the formulation of the policy all or part of Haddad's techniques for comprehensive/synoptic mode of preparing policy documents as well as Stone's concepts of equity, efficiency, security and liberty were partly or fully utilized.

My position is that the education policy is a good document and as Haddad (1999, p. 18) has written, that policymaking is the first step in planning. It gives a guide to what planners can focus on. In addition, the policy has been prepared with the full support of the donor community and it is expected the donors will assist in implementation of the policy. Relying on donors could be a wrong precedent as a weakness of the current policy formulation.

The policy too has one great advantage; that is, it is addressing the imbalances in gender and ensuring that more girls are given opportunities for higher studies. This is well framed in the policy as promulgated by the United Republic of Tanzania (1995, p17). In the preparation of the document, the approach has made use of experts and utilized donor money in the finalization of the policy. It was a great coincidence that the country and the donor community wanted the policy document and, therefore, each contributed in developing the document. All the sectors of education were covered as much as possible.

The area of decentralization, though as has been written, caused implementation problems. Tanzania Teachers Union (TTU) has been a thorn to the government in

decentralizing the teachers to be hired and fired by the local authorities. TTU has been adamant and it seems to be winning the war over the government

In short, the policy has its flaws, but it is better to have rather than not have it. It maps out the policy for the decade and it will indicate areas for prioritization.. In my thinking I do concur with Levy (1999, p. 12) that the role of the government should be sharply limited by accepting the concept of the economic man where the economic man is the behavioral model of economics. The economic man is both rational and has his own self-interest and Tanzania cannot isolate herself with what is happening to the rest of the world and that those in power have also their own interest as a ruling class.

An examination of implementation issues.

There is the need to use the power of persuasion in this period when some people are developing an attitude of let us wait and see. Persuasion was a big force that Tanzania used to mobilize its people for development. At the time of policy formulation and implementation, the same power of persuasion could be used, as it was well articulated in the early 1970s, to record the highest literate rate in Africa. Stone (1999, p. 302) treats persuasion as the rational ideal that offers reason as the basis for Government, groups, organizations and even the societies can emulate the process of national deliberations by individuals. This is also true for Tanzania for Education and Training Policy as I quote the following from the document.

Access to education refers to the opportunities available to the target population to participate in that education, whereas equity refers to the fairness in the distribution and allocation of educational resources to various segments of the society....Analysis of government efforts to improve education from 1961 to-date, suggests that the focus of educational policies has been on the distribution

and equalization of education opportunities through the expansion of the system at all levels. (MOEC, 1995. p. 1)

As it has been noted, the last decade of the 20th century has done perhaps more harm than good in the third world. The economy of Tanzania was not as it should be. There were a lot of factors, and the weather was also not fair to the economy. Additionally, there were calamities of human deaths on the roads, in the seas and on the largest lake, Lake Victoria, and of course not forgetting the toll of the HIV/AIDS victims. It must not be forgotten that the USA embassy in Dar es Salaam was also bombed in the year 1999. All these factors have necessitated having policies made as well as looking for better alternatives to rescue the country from total collapse. Stone (1999, p. 260) postulates that it is difficult to change people's thinking. At that time, the schools were free and now the parents have to pay schools fees. It demands persuasion to convince them to pay. In particular when the both the parents and the school children go for a few days with minimum hard found necessities. It is a dilemma and a paradox. It is like playing with a coin around a pit latrine, a slight push of the coin by accident or by default, will tend to send the coin to the bottom of the pit. No one, I believe would uncover the pit latrine to retrieve the coin. It is an abominable situation the union has to live with in the coming years before the stability of the union is realized.

The issue of managing teachers at the local level has not been in favor with the Tanzania Teacher union and the teachers have not been persuaded by the new employers to work under them. A conflict has already shown its ugly head where the teachers do not want to be hired by the local authorities. This is a challenge to the Government as the success of the policy to have the teachers under the local elite is

being given resistance. It is now becoming a policy of wait and see what will come out as well as doing additional research.

CHAPTER VIII

CONCLUSION AND RECOMENDATIONS

This chapter has the findings, the recommendations, and the areas for further research. The findings consist of the paradigm for the union, the organizational structure of the union, political and organizational findings that would make the union to organize or to die. I have started with the findings as follows.

The paradigm that characterizes the Tanzania Teacher Union

The Tanzania Teacher Union has been found to belong to the Low Political, Low Economic (LPLE) paradigm. This is in line with the theory of studying national labor movement in a particular country as noted by Ofori-Dankwa (1993, p. 269). This LPLE paradigm had more social activities being done by the union as compared to the other three paradigms of HPLE, LPHE, and HPHE.

The organizational form of the union

The association of the organizational structure that matches with the above paradigm is the union is the unitary form as noted by Ofori-Dankwa (1993, p. 269). After careful analysis of the organizational structures from the research, it was found that the Tanzania Teacher Union has the unitary form of an organization.

Organizational findings.

There are two findings under this section.

(1) The primary school teacher does not have a real employer. The primary school teacher is in the Plato's cave²⁰, and with no known specified employer. Every one as shown in Figure 46 in Chapter VII claims is the employer of the teacher. Every stakeholder in the education system wants to control the primary school teacher. I have noted that from the Village Chairperson to the District Council, and from the Regional Office to the Ministries handling basic education wants to manage the teacher. The teacher does not have one specified employer. The Ministry of Education provides training to the teachers, and another employer budgets for their salaries. There is the other employer who provides the hardware and software in the schools in terms of building and teaching/learning materials. Also there is another one who claims to manage the teachers in the school system but does pay the teachers. As Figure 46 had shown, there is a controversial issue of who is really the employer of the primary school teacher.

(2) The study has found that there is no mechanism in place for the collective bargaining machinery that would make the union influence educational policies. This would be a legal machinery to enable the employer and the union to develop consented contract of agreement. The Tanzania Teacher Union does not have such collective bargaining machinery in place.

²⁰ This is a metaphor where the Plato's cave is like a psyche prison as noted by Morgan (1997, p. 215). If you are in prison, you cannot go out it without permission. The primary schoolteachers are in a closet and the union is in the LPLE paradigm. Both are in the firm arm of the employer.

Political findings

There are twelve political findings in this section as the study was exploring the political and organizational activities of the union. In the previous sections, the paradigm for the union has been found; that is the Low Political, Low Economic. Also the organizational form of the union associated with this paradigm has been found, the unitary organizational form. In this section, there are other major findings pertaining to teacher unionization in Africa with reference to Tanzania Teacher Union.

The task of transforming data as noted by Walcott (1994, p. 3) and supported by Constan (1992, p.254) that the invisible becomes visible through research. Tables, cognitive maps, graphs, qualitative matrices, and diagrams have been used in interacting with the data collected. After having gone the massive single words identified, the phrases, the properties and their dimensions and having tallied the words that are similar or identical through Swai's matrix (Table 44), I have as a researcher come out with the following broad findings.

There are twelve findings, each being based on a theme. In order to create a logic of sequence, the findings from the data are: HIV/AIDS attention, Celebrations, Program for in-service training, Organizing at the macro level, Organizing at the micro level, The interest of the union, Mobilization and Economic change, Union and employer relationships, International NGOs, Opportune chance and an organizational structure.

Table 44: Swai's sample of the microanalysis matrix.

Text and line numbers	Single word	Phrase	Property	Dimension	Alternative explanation	Question to be asked
A.1. Providing education and mobilizing teachers on the cooperative and credit societies	mobilizing	Cooperative and credit society	economic change	high - low		
A.2. Organizing teachers' day celebrations and other social functions	organizing	teachers' day celebrations	measure	success-failure		What such great enthusiasm for the celebration
A.3. Educating members on HIV/AIDS		HIV/AIDS	number	increase-decrease		s.
A.4. Facilitating the burial of teachers.	burial					
A.5. Defending the rights of teachers		Rights	violation	big-small		
A.6. Providing membership education and recruitment of teachers		national hazards membership education				
A.7. Participating in alleviating the problems arising from local or national hazards (floods, road and marine accidents, famine and others) by making contributions in kind	recruitment		program	daily-rare		
A.8. Constructing centers for providing social services (Teacher Centers, hospitals, hotels)	centers					
A.9. Studying labor laws that cater for social services, and medical services (Act of 1956)		labor laws	knowing	little - much		
A.10. Provision of different loans to teachers	loans		frequency	many-few		
A.11. No response		no response				Why no response
A.12. None						
A.13. Providing training for Heads of schools	Training		level/quality	B - A		
A.14. Pressuring the Government to raise salaries	Government	Raise salaries				
A.15. Doing self reliant activities		SR				
A.16. Drawing geographical maps for the divisions in a district		Geographical map				A unique question

The HIV/AIDS attention.

The failure of union members to paying medical bills, as a result of salary/pension delays from the employers. The salary is also too low for a living wage. In addition to lack of resources, the union does not pay enough attention to the HIV/AIDS problem. Some progress, however, has been made where the union and the employer are collaborating to build hospitals/clinics. There is also the willingness of the employer to participate in the funerals of union members. Further efforts are being made to intensify HIV/AIDS education to reach all teachers. This theory one has been elaborated by a newspaper cutting as follows.

A member of staff at Mkwawa High School in Iringa is frustrating efforts by government, NGOs and CBOs to promote condom as an effective way to reduce the HIV/AIDS. ...A Form Five student who preferred anonymity alleged that a teacher (name withheld) had told them that condoms are not effective preventive gadgets because they are planted with HIV virus so as to decrease the population ...He further quoted the teacher as saying that condoms have pores, and are merely meant for business purposes. On the student's feeling HIV/AIDS can not be combated by using one means only so criticizing other methods will not help them in the fight of the incurable HIV/AIDS. The student appealed for experts to come to the school and sensitize their teachers and students on HIV/AIDS. "It appears there is a lack of understanding on HIV/AIDS issues amongst our teachers..." Simbaya (2003, p. 1)

Celebrations

Celebrations are being symbolic in unions. The union uses celebrations through parties, dinners, visits, and forums for presentations on the successes of the teaching profession for each year. In so doing, there are demonstrations, union's slogans and posters to employers and ministries dealing with education to observe in front of the Guest of Honor who for most cases is the Head of the State.

This finding is practically visualized in Figure 47. These activities are done on the teachers' day, which is the World's teachers' day. For the May Day celebrations, the union participates as solidarity with workers in the rest of the world. It is only the teachers who have a special day of their own in the state. As noted earlier teachers' day give the teachers the muscle to organize and get across their messages to the employer. This is the most cultural appropriate way for the union to raise its major concerns to the public. For glamour and glory, the celebrations are conducted in the regional centers under the coordination of the union headquarters.

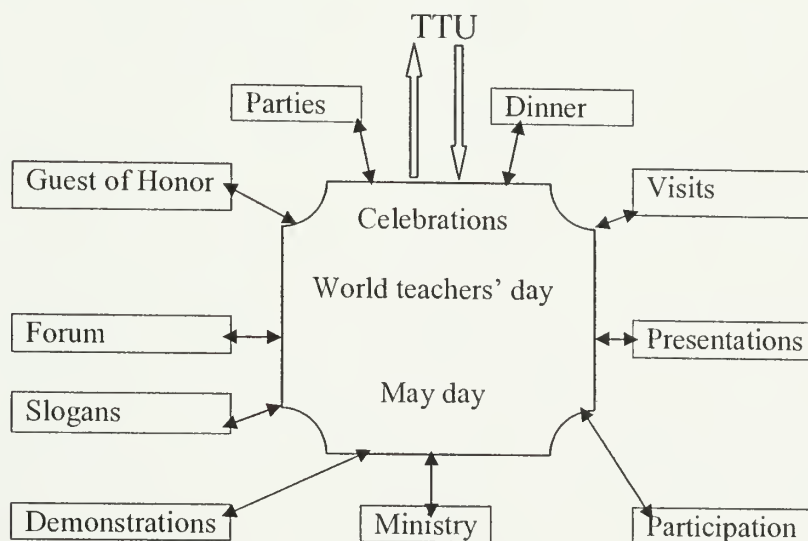


Figure 47: The union and celebrations

Programs for in-service training.

The short fall for the teacher organization is its lip service to in-service training. No developed programs for legally institutionalizing in-service training for its members through its own mechanism were found to be in place. The union believes in the channels of advancing union members through seminars, meetings, workshops, presentations, and symposia. The few training programs are as in Appendix E.

Organizing at the macro level

This finding states that one can organize the union at the macro levels in Figure 48 with identified problems in **I** with follow up activities as in **II** in view of bringing positive changes that influence education policy as noted in **III**.

Organizing at the micro level

With sound educational background, the union can organize at the micro level with the union details invoking or bringing into play PASHA, which means my way of saying Participatory Activities Stimulate Human Action. Also PASHA is a modern Kiswahili word, which implies that bring something that is exciting, stimulating, and nice for the public to hear that has an impact on felt needs. If union members are hungry and they never had their salaries for months and there is no other way of getting their basic rights, then they can use the last resort, the union going on strike. Any fruitful strike needs detailed planning by the union leadership before the human activity of striking takes place. When the union is successful, then the members can sing PASHA with applause of success by warming both hands together before clapping the hands at a go or once or twice depending on the organizer of the activity.

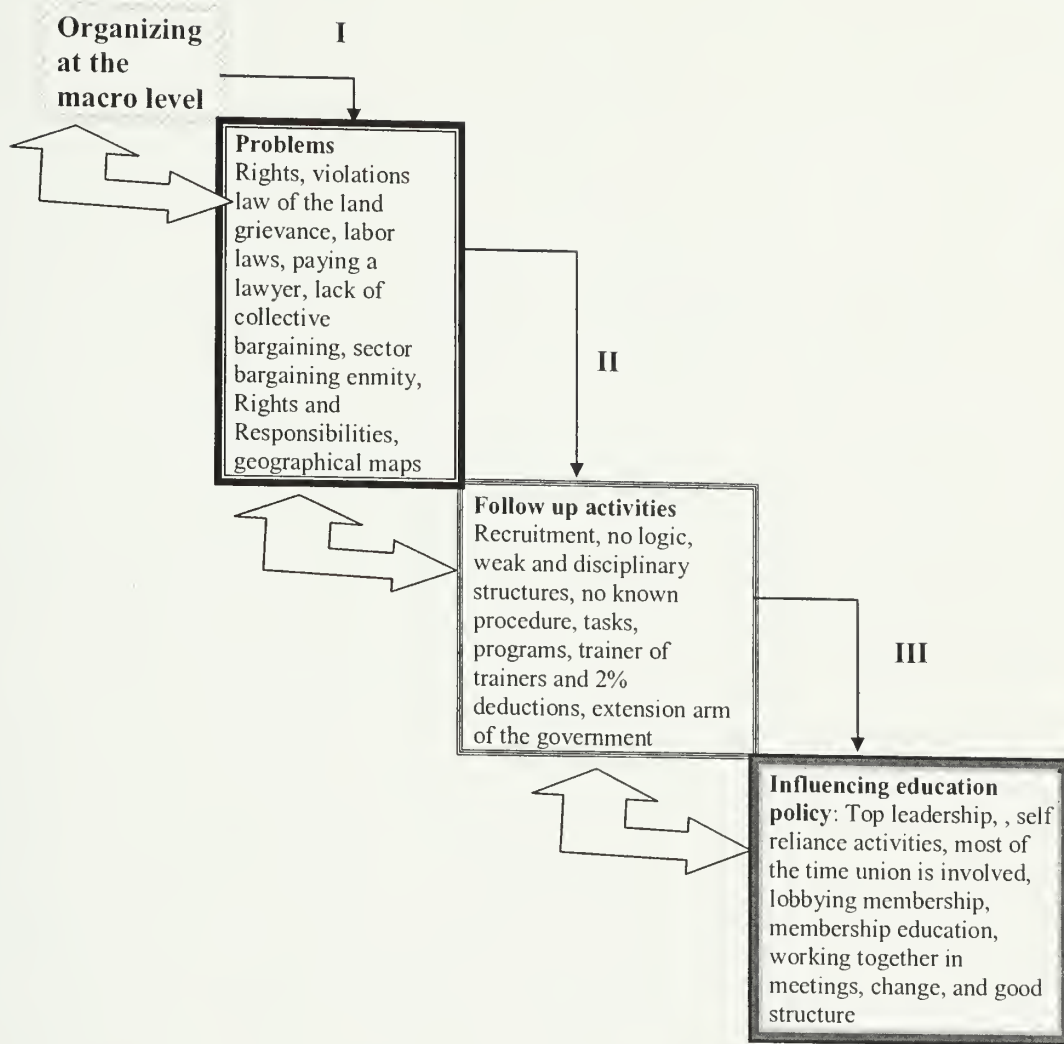


Figure 48: Organizing at the macro level.

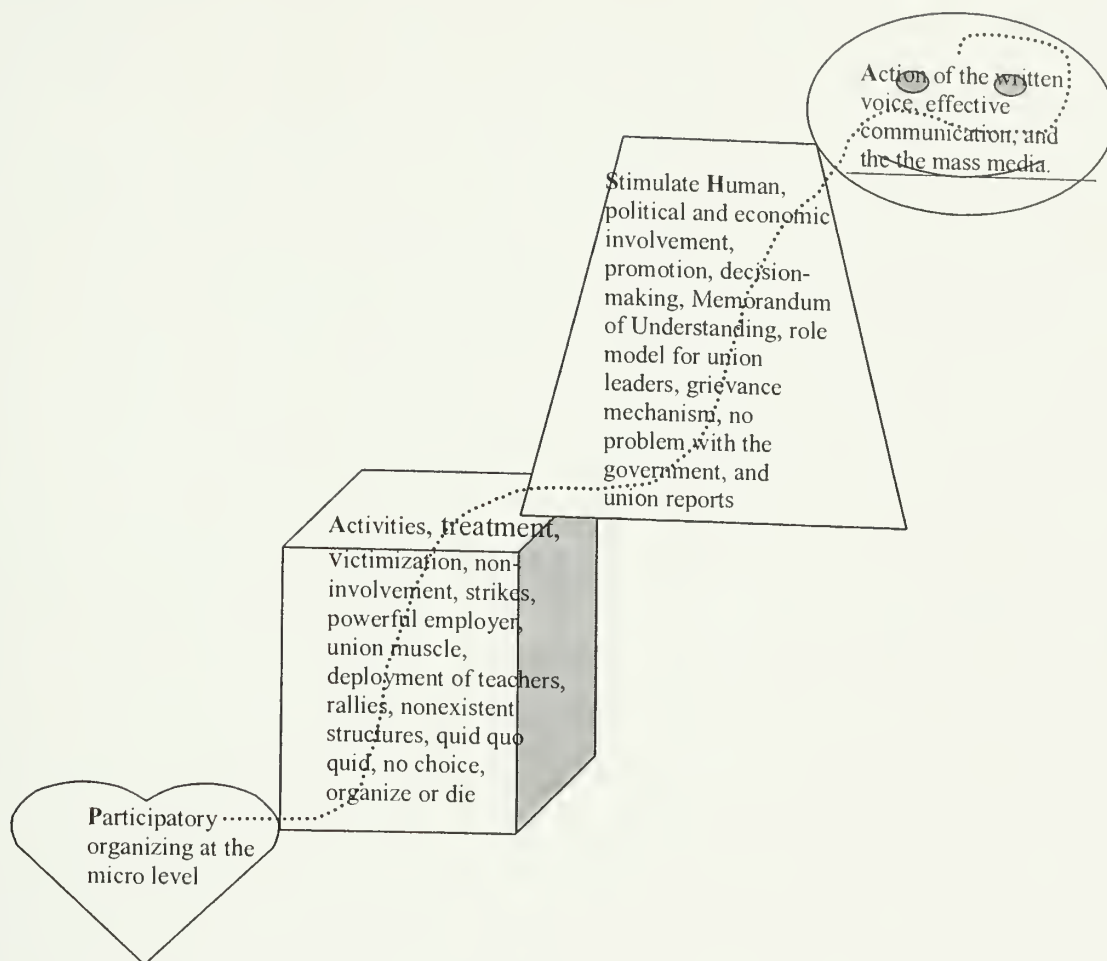


Figure 49: The PASHA organizing at the micro level.

The interest of the union

The interest of the union is a combination of forces derived from policies, political changes, social capital, social dialogue, power and the implementation of political events. The interactions are complex and dynamic and that metaphorically, no one can step in the same river twice; that is the union is always effervescent. Every moment in the union has a vibrant dynamic. This is as shown in Figure 50.

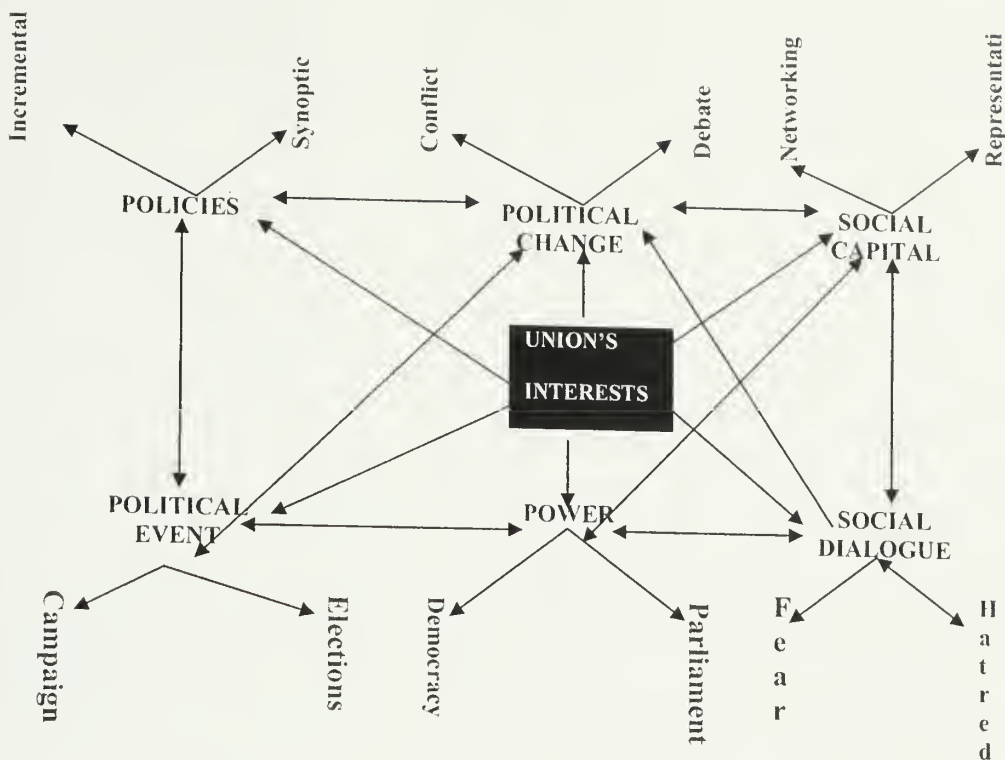


Figure 50: The interests of the union and its dynamics.

Mobilization

Mobilization in the union has considered involvement, affection, motivation, morale, unity, solidarity, and visions from other countries. Civic and membership education have enhanced fair distribution of welfare aspects as well as providing a unionization environment for the benefit of all union members.

Economic change

Finding 8 states that for a strong economic change for the union, there is need to have solid foundational roots of sustainable projects with a firm stem of fundraising with various branches and leaves, which have green pasture that will

provide fruits for the union’s paradigm. This will have a direct impact on union’s policy. The visual is as in Figure 52. The union wants a Teachers’ Bank.

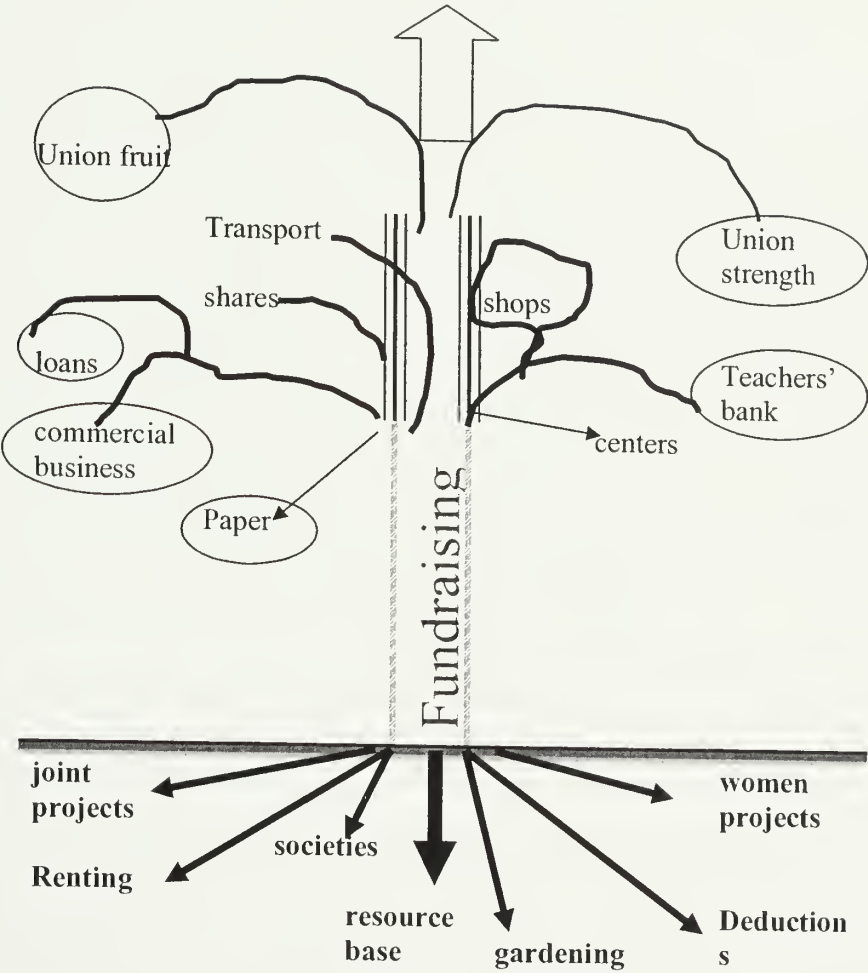


Figure 51: Economic roots, the fundraising stem and union fruits

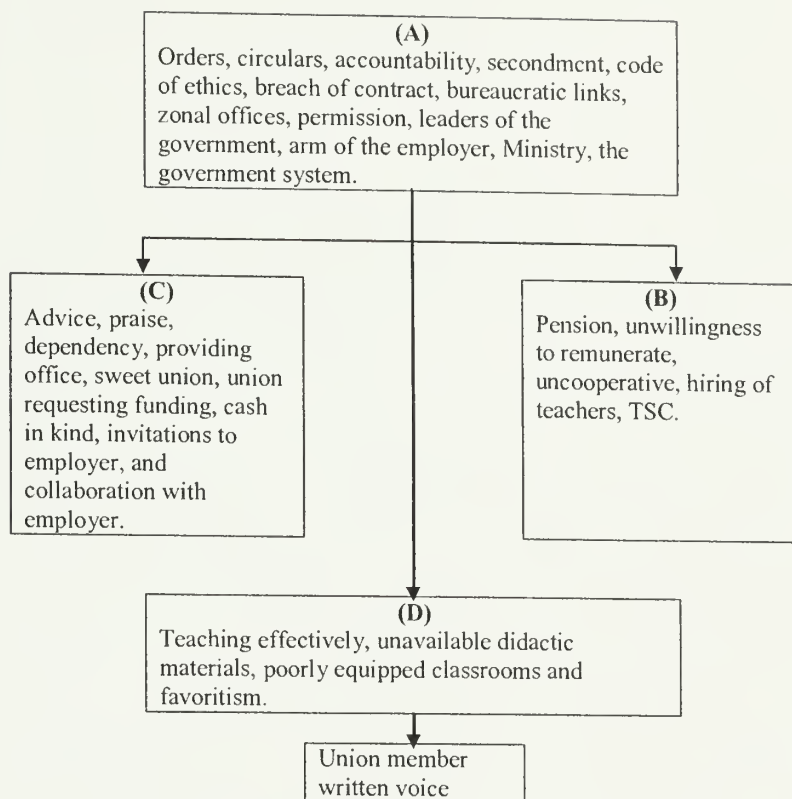


Figure 52: The union and the orders and relationships with the employer.

Union and employer relationships

This finding is that the union and the government have tying bonds. The relationship varies from the order by the employer to the union seeking advice from the same employer. The issue of accountability by union members does not agree with the employer being unwilling to remunerate and cooperate with teachers. Alternatively as in Figure 53, Government leaders do what is in (A) causing the complaints registered in (B) and as (C) is a sweet union, the net result is (D) with the impact of minimal welfare benefits to the union members.

Bearing the above phenomenon, the following caution needs to be registered so that partnership with the employer is equated to recognition.

Partnership is thus approached as a potential lever to organizational recognition and legitimacy where an employer strategy of recognizing bargaining rights and using trade unions to facilitate change is preferred to one of imposing change unilaterally. What is not clear here is the distinction between employer strategies of recognizing unions through a process of consultation as an alternative to negotiation. Danford et al. (2003).

International NGOs

International NGOs whether they are part of the labor movement or not, have a role of becoming sister organizations to the national labor unions. Each international NGO has its own philosophy and ideology that has a trickling impact on the national union movement. Indeed the national labor union movement becomes the recipient of donor funding and unknowingly spends its meager own resources to service the donor driven projects.

Opportune chance

The finding of, “I do not know theory.” I am proposing that the “I do not know theory” in labor union movement as the one of wait and see as the political and economic tangles fold and unfold in order to capture an opportune chance to develop or strengthen further the theories of labor union movement pertaining of the paradigmic assumptions.

An organizational structure

An easy and clear organizational structure for the union brings changes at the micro level, at branches, and strengthens the district and regional areas. Each part of the structure is related to other part of the whole organizational chart. There are parts of the structure that can operate flexibly while solidifying and cementing the

relationships between and among the various parts. Figure 54 shows the kind of the organizational structure envisaged.

This is the organizational model that befits the union from the written voice of the 100 participants. The circles represent the levels that are in the union. Each point of intersection pinpoints areas of interaction where there are common understandings of the union. Each level has to communicate to the level above and to the level below. As can be noted, the area for the intersection is less than the remaining area for each circle. This means that there is extra space for each level to do activities or programs of the choice. This means there will be areas where each level can do things that are preferred. However, what is within the intersection is the cornerstone for whole union. In short, it means the union is partly centralized and partly decentralized.

The arrows indicate the vertical and horizontal coordination in the union. It does mean that at each level, a need to know what is going on in the union from the lowest level to the top and the converse is also true. The line passing through between the circles is the backbone of the union, which is aligned to the paradigm of the union. The backbone reflects the interests of the union, its areas of conflict, power, and the organizing for influencing policy. This model stipulates that any leader elected for union has to come from his or her branch. If one does not belong to a branch, she or he will have no basis for seeking an election besides being a union member by paying dues.

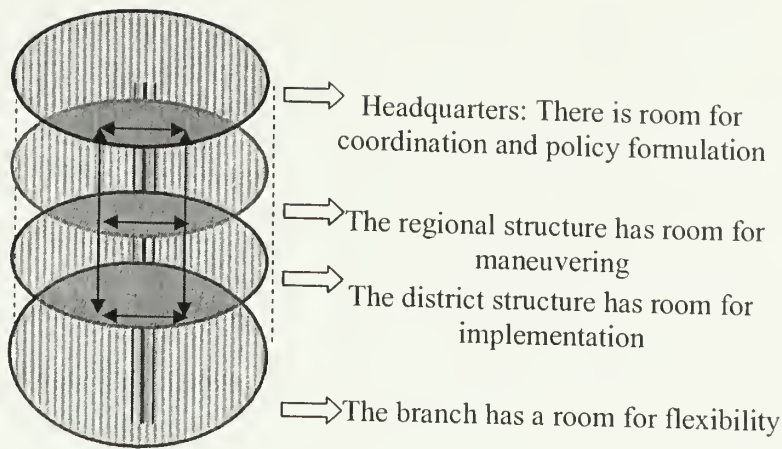


Figure 53: The organizational model for unions

Spradley, Miles and Huberman (1994), Strauss and Corbin (1998), Creswell (1994), Denzin and Lincoln (1997), and many others have always been discussing ways of making data presentable for capturing the optical eyes to see patterns. The interest of the union is enriched by mobilization through organizing at both macro and micro levels in order to capture HIV/AIDS attention, opportune chances, and in-service training. The others are political and economic changes, union/employer relationships, and international NGOs. In the process of all these endeavors, the union ends up at having the symbolic event of celebrations where the successes and new ways of advancing the union are strategized. Figure 54 shows the interconnectedness of the various findings noted above.

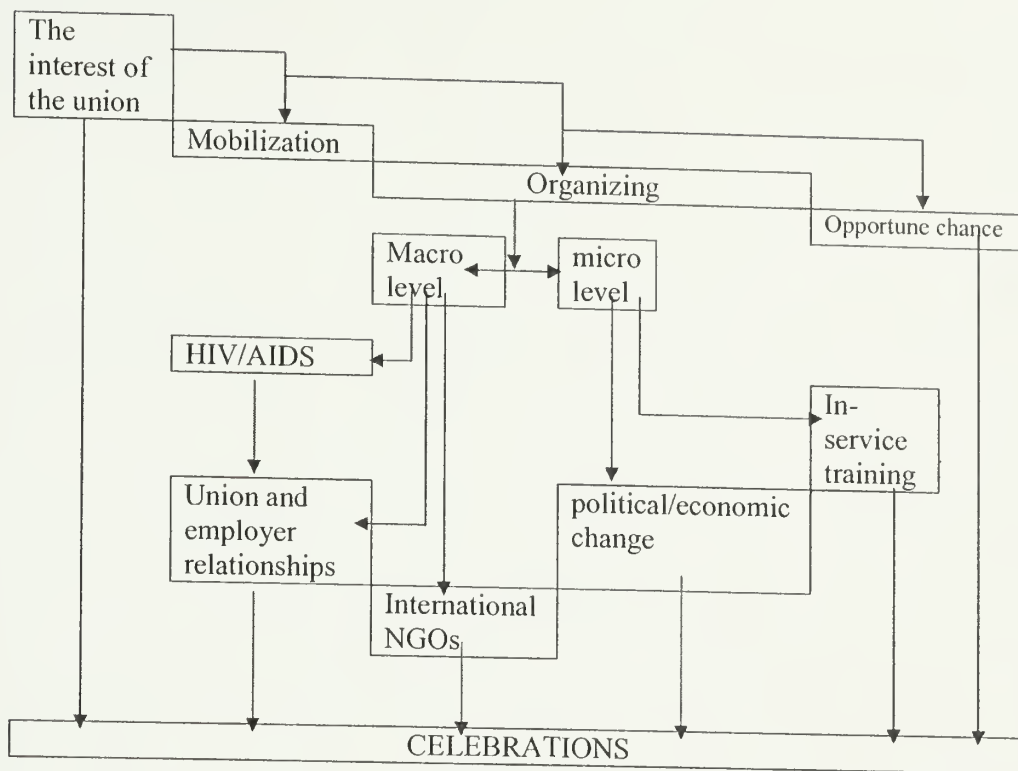


Figure 54: The interconnectedness and findings of the union movement.

Recommendations

There are three levels of recommendation to the teacher unions, the regional/district/union members, and the Governments/national NGOs/ international organizations.

We need versatile and flexible leaders who are artists as well as analysts, who can reframe experience to discover new issues and possibilities as it has been noted by Bolman and Deal (1997). The challenges of modern organizations require the objective perspective of managers as well as brilliant flashes of vision and commitment that wise leadership provides. We need more people in managerial roles who can find simplicity and order amid organizational confusion and chaos. We need leaders who can combine hardheaded realism with passionate commitment to larger values and purposes. We hope to encourage and nurture such qualities and possibilities. Trade unionism does not occur spontaneously as noted by Danford (2003, p. 1). It grows organically. The density of TTU is high about 0.9. The density of the union is the ratio of the enrolled members to the potential membership for the union. With such a high density, the following are the recommendations.

Recommendations for unions

1. For the union to marry its policy and practice, it has to change its organizational form. It has to stop being the extension arm of the employer. The Tanzania Teacher Union belongs to the LPLE paradigm. The policy and the documentation for the union speak for the union to be in the HPHE paradigm. It wants to balance political and economic issues. The union wants to be involved in every formulation of education policy and wants to be represented in every body that is involved in the process. It cannot do so while it is in the LPLE

paradigm. This influence could be due to the DFL/FTF unions in the Scandinavian countries supporting TTU in building its future capacity, see Appendix E. Murray and Reshaf (1990, p. 680) has noted that unions are obliged to completely reassess their own *raison d'être*, their basic beliefs and assumptions. The Weberian, military organizations and the principles of scientific management –mistrust and now no longer valid.

2. TTU has the challenge of obtaining a recognition agreement, which could then improve the collective bargaining procedures. As of now TTU is doing collective begging and not collective bargaining because all the negotiations done by TTU and employers do not have legal backing.
3. Teacher union contracts, policies, and laws exclude or severely restrict parental involvement. Because it is completely subservient to the teacher unions, TTU will not be able speak up for parental interests when teacher union interests are at stake. Therefore, the union needs to build a workable partnership with parents in order to have their sympathy when calling upon a strike.
4. The union should have clear statement of influencing and taking part in policy formulation in issues related to education. The reason is that for any policy issue in education, will have a bearing with union and along with its members.
5. In the reform process, Tanzania Teachers Union/Chama cha Walimu Tanzania has played a big role in voicing its concern to the Government that teachers have been ill prepared, little mobilization has taken place towards the orientation of the teachers to start new employment contracts from the Local Government

Authorities in addition to the naked fact that the union has not been involved in the whole process (See Appendix B²¹)

6. TTU is faced with the challenge of improving the quality of life for the members. This can be done by pressuring the government and private employers to provide better terms and conditions of service which are now overwhelmingly poor.
7. TTU has also the task of uplifting the academic and professional standards of the majority of its members who are grade 'B' teachers.
8. Cost sharing for instance has led to a situation whereby it's only those who can afford to cost share whose children go to school and those who cannot afford stay at home. Thus, there is a danger of creating conflicting classes in the society, which in the long run might disturb the stability and tranquility existing in the society. So there is a need of finding ways of alleviating these grade consequences.
9. Nearly all TTU leaders have come from the classrooms. Thus do not know anything about Trade unionism. They lack the skills needed to give better service to the members. Thus it is a challenge to TTU ensure that leaders are trained adequately so that, they are able to handle Trade Union affairs.
10. TTU is faced with the problem of poor communication. Because of this it has not been possible to reach the members easily. It is therefore a serious challenge for TTU to improve the communication network including transport, telexes,

²¹ Annex 2 is written in Kiswahili, the National language but the main gist is that the union did not participate in the process of having teachers under a new employer as teachers appeared to be on the receiving end. The implementation has been suspended due to the efforts of the union campaign to have the policy revisited.

telefaxes, computers, telephone in order to service the members effectively and efficiently.

11. The structure of TTU is heavily loaded. There is the regional tire, which doesn't seem to play an important role in servicing the members. Thus it is a challenge to TTU leaders and members to make the organization structure more cost effective by removing the irrelevant organs, which seem to consume money only.
12. TTU needs to make more recruitment campaigns to cover all the free riders. These are teachers in the private sector who are not yet unionized or those teachers operating in educational institutions where the heads are union busters.

Recommendations for the regional/district/union members

Teachers are complicated, intricately involved human beings who relate to the social and political world in a complex, multi-faceted fashion Lightfoot (1973, p. 207)

1. Developing links with the union with backing at the national level is more effective at the regional and district levels. At the national level, staffing is thin and there are no resources to recruit more staff. At the lower levels, the teachers' officials may welcome NGOs; local, national or international as a process of getting opportunities for capacity building as well as for making the necessary interventions to build the union. This measure will strengthen the union and at same time provide initiatives for professional and economic ventures, which can raise the living standards of the already de-motivated teachers.
2. There is also the need for the regions and the districts to have five year plans at their levels that will be in line with the milestones for the whole union.

3. Some regions and districts are more active than others depending of the initiative of the leaders. This should be taken as an incentive for every region/district to have competitions for union development.
4. The most effective way of strengthening the union is to have vibrant life in the branches. The union members have to participate fully in developing workable programs of their choices at the branches.
5. At the branches, social capital has to be built so that there is network of all the stakeholders at this level. The majority of the members belong to the branches. The success of the union could be measured on how best the branches are active in influencing policy at the micro level.

Recommendations for the Government/National and International NGOs

While the heterogeneity of civil society across countries and regions limits the value of any attempt to provide specific guidelines, this section will make generic recommendations for role of TTU on civil society engagement. By having TTU in a number of prospective roles – as catalyst for CSO activities in community development, as interlocutor between Civil Society and the private sector, as intermediary between NGOs and Government, as advocate for a strong civil society – some ideas should emerge as to where TTU’s comparative advantage lies.

1. Tanzania was among the first countries in Africa to realize Universal

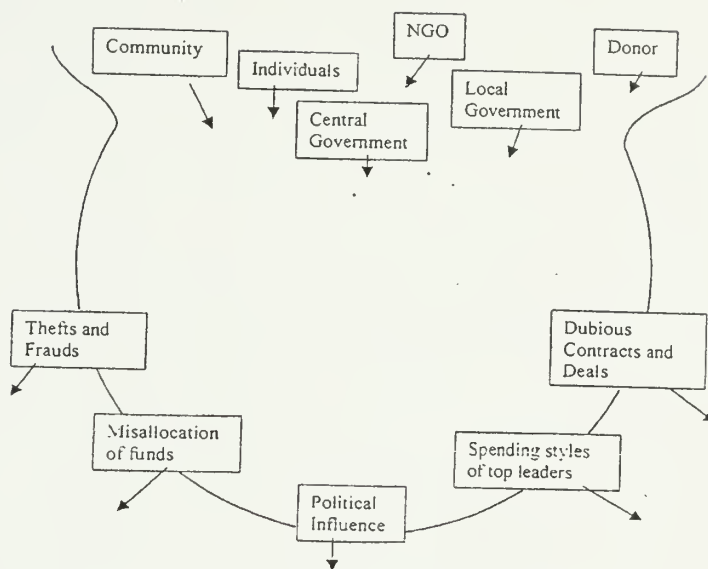
Primary Education; gross primary school enrollment nearly reached 100% in 1979-80. In 2003, it has dropped to less than 60%. It is in the context that the Government of Tanzania, and other interested parties in Tanzania like NGOs and other bilateral and multilateral donors that have invested in education that we need to see improvement. With all these efforts, Tanzania has

produced so few secondary school students that it shares with Malawi of having the lowest secondary school gross enrollment rate in the world. Tanzania needs to increase the secondary school graduates so that more qualified teachers can be availed to the union. In the process the government needs to involve the union as one of the stakeholders in the basic education sector.

2. There is a need to find out the linkages between teachers unions and the educational systems as Corrales (1999, p. 11) has noted that labor leaders have incentives to provoke conflict where as Ministers face incentives to avoid it.
3. A common means of presenting Civil Society is to site it as one of the three components that comprise the modern nation/state: The public sector (government), the private sector (business) and the voluntary sector (civil society). The so-called “TTU factor” traditionally takes a back seat in terms of political and economic power equations, but it can be a significant player from a social perspective. Increasingly, particularly on the international development playing field, the TTU factor is being looked upon as a means of holding the first two sectors accountable to the people whom they ostensibly serve. TTU needs to be shining in the national NGO community. TTU programs need to have a substantive civil society strengthening component.
4. Dissatisfactions in primary education system as noted by Ole Therkildsen (1998). are as politically sensitive now as they were during colonial times (Carnoy and Samoff, 1990; Semboja and Therkildsen, 1995). In Tanzania, the government has made several attempts in recent years to respond to this

(Government of Tanzania, 1984, 1992, 1995a, 1995b, 1995c), but so far the changes on the ground have been limited. Donors, who are major funders of education throughout Africa, have likewise renewed their interest in reforms of primary education, and some of them - in particular the World Bank, the European Community, Britain, Denmark and the Netherlands - are deeply involved in educational policy formulation in Tanzania (Buchert, 1994). In all the cases, the union has been in the sidelines. There is the need to take the union aboard.

5. There is a need to find out as to whether the power of the multi lending institutions and the donor community can influence the government in any third world take a direction that does not conform to the wishes of the populace.
6. There is a tendency where the international NGO community sees that the funding going for financial support is like going through a mechanism with big porous holes. In this kind of mechanism, sustainability can be a farfetched dream. This is visualized in Figure 55. Nearly all the stakeholders are seen and also the kinds of outlets and perforations that create the unfavorable niche for organizational growth. There is the need to think positively in the process of nascent organizations.
7. There is the dire necessity to modify the existing policy formulation on basic education so that the stakeholders at the grass roots are also fully involved. The information needs to be freely available and communicated clearly as conceptualized in Figure 56. This will strengthen the political will to implement policy change. In this process, every stakeholder in the society will have a share of accountability for the success of the policy formulation.



Source: Tanzania Education Network/Mtandao wa elimu Tanzania (2000)

Figure 55: The vision for donor funding.

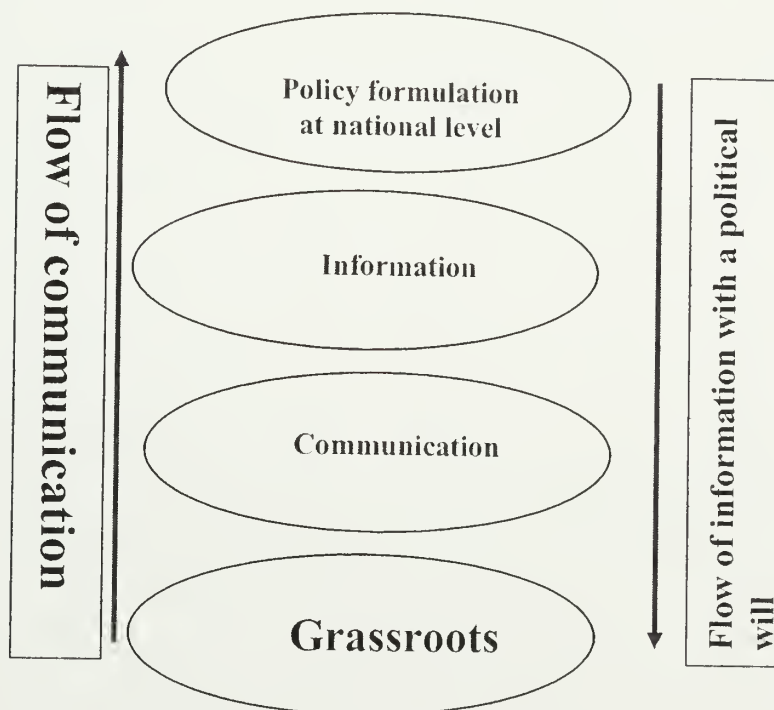


Figure 56: Policy making with all stakeholders.

I would like to end the section on recommendations by what was said thirty years ago and still valid today; that is,

Africa needs change to ensure its development. Reform in education must be the starting point towards meaningful social change, not just for its own sake, but in order to improve the quality of human life (Mwalimu Nyerere, 1974)

Areas for further study

1. There is the need to study the vision of which the Tanzania Teacher Union should move toward. Though the trend is to move toward the HPHP paradigm from its present form of Low Politic, Low Economic. It is my belief that a similar study needs to be done with the aim of laying out the vision of the union under the High Political, High Economic paradigm.
2. One other area needs to be looked into is how to establish a better procedure of the formations of new unions in Africa. Teachers need a forum for expressing their views and have their in vivo voices heard.
3. The linkages of unions and the educational systems are so crucial that I think it is an area for further research. The linkages are what makes the unions viable and sustainable and brings the focus the coordination of union activities. If the linkages are not well grounded, and the unions are not involved fully, the task of the union in its well known paradigm may not bear the fruits of empowering the teachers. In SADTU, one of the unions, has one of its aims written as

to seek itself as a union of teachers to be recognized by the education authorities and to this end negotiate on behalf of its members to advance their individual and collective interests by entering into collective bargaining relations with the education authorities for the purposes of negotiating and ensuring into collective agreements.
(SADTU, 1990, p.3)

The Tanzania Teachers Union (TTU, p. 4) has in its constitution a clause for which, the union shall ensure that the employers recognize the existence of the union in the country. In addition, teachers are free to join their union and

that the union has the freedom to go on strike when it is deemed necessary, according to the law of the land. EI makes the point stronger with the following clause whereby the need for linkages crosses even international boundaries. EI has the following wording.

Education International recently presented a 100-page report for the Global Education For All 2000 Assessment. The document provides the teachers' perspectives in nine 'giant' countries representing 2.7 billion individuals with 70% of the world's adult illiterates and more than half of its out-of-school children: Bangladesh, Brazil, China, Egypt, India, Indonesia, Mexico, Nigeria and Pakistan. There is the lack of sufficient resources in education and the inadequate recognition of the important role played by teachers. (EI, Nov, 15 2000).

The recognition by teachers does establish the linkages, hence the need to do research on the area of linkages of unions and the educational systems existing in Africa. UNESCO bearing the trends and developments in education and educational policies affecting teachers came out with the Recommendation concerning the Status of Teachers (World education report, 1998, p. 16). A special Intergovernmental Conference convened jointly by UNESCO and the International Labor Organization (ILO) in Paris in 1966 adopted it. The specific aim is to improve the status of teachers and provide guidelines for countries to follow regarding professional development, employment and conditions for teachers. All these are linkages in the educational systems. In short, the status of teachers depends on the status of education, and vice versa²² This reminds me of what Prof. David R

²² Source: Report of the Joint ILO-UNESCO Committee of Experts on the Application of the Recommendation concerning the Status of Teachers. Fifth session, Geneva. 18-27 October 1988. Geneva/Paris. ILO/UNESCO. 1988. (Document CEART/V/1988/5.

Evans (2000) always stressed in our class that teacher development is not an event but a continuous process; that teacher education has to be considered in the larger system and made the solid point that the history of a country is reflected in the development of the teacher education system.

4. The introduction of innovations in education has not involved the teachers' organization from its initial stages. Before the existence of the union, there was a rationale but now that the union is well recognized locally, nationally and internationally, there is the need to have full involvement and participation. To what extent has the union been involved in new programs, innovations, and if so in what areas and what are the concrete measures to ensure that the union is at the top agenda for new initiatives.
5. The distinction between Social Networks, CBOs and NGOs easily becomes blurred. To what extent can they link better constituency demands with available services? Under what conditions is it useful to encourage CBOs to build sectoral or geographic coalitions? Is it appropriate to encourage CSOs to empower or reinforce non-traditional constituencies even if this runs counter to local tradition or prevailing social networks? What are the most effective ways of doing so? Civil society capacity building needs attention. One of the most delicate balancing acts in Civil Society strengthening is that of external assistance to CSOs. How to choose the right partners? When is the time ripe to provide support? How to build capacity without condescension and without creating financial dependency? When is it better to focus on policy-based advocacy efforts instead of funding interventions?

APPENDICES

APPENDIX A

QUESTIONS ON TEACHER ORGANIZATIONS/UNIONS.

KUANDIKA MRADI WA CHAMA CHA WALIMU WRITING A PROJECT ON TANZANIA TEACHERS UNION

Tafadhali jibu kwa lugha unayoipendelea na unaweza kutumia lugha zote ili uandike maelezo yako unavyoona inafaa. (Write in English or in Kiswahili OR in both).

Questions on the teachers and their unions with the aim of writing a project.
Maswali kwa walimu juu ya chama chao ili niandike mradi wa kuendeleza Chama Cha Walimu Tanzania.

Maelezo kwa Kiingereza [English]	Maelezo kwa Kiswahili
<p>I am Swai, Fulgence, the developer of the questions, with a great interest on teacher unions. I want to write a project for making Tanzania Teacher Union becoming stronger and get more international recognition and support. I need your support for me to do so. Below are a few questions for which I want you to answer in the best of your interest. All the questions are open ended so that you can express you view to the way you feel comfortable in so doing. May I assure you that I am going to use your responses for writing a good project and your information can be as detailed as you can make it. If you want me to put your name as the contributor to the project, do not hesitate to put your name at the end of the paper, but it is your choice to put your name, it is optional.</p>	<p>Mimi ni Bwana Swai, Fulgence, mtungaji wa maswali haya, nina moyo wa kuandika mradi kwa ajili ya Chama Cha Walimu Tanzania, ili Chama chetu kizidi kuendelea kuimarika. Naomba ujibu kwa makini maswali haya hapa chini. Jibu kwa moyo wako unavyoona ili niweze kuandika mradi mzuri. Ukiwa utapenda jina lako liwe kama mshiriki katika mradi huu, naomba uandike jina lako kwenye mwisho kabisa wa maswali. Kuandika jina ni hiari. Ninatanguliza shukrani. Kama nafasi haitoshi andika kwenye ukurasa wa mwisho.</p>

Thank you in advance and here are the questions. Natanguliza shukrani.

Category A: SOCIAL ACTIVITIES [Shughuli za kijamii]

1. What are the social activities of the union? [Ni shughuli zipi za kijamii chama kinafanya?]

2. What are the kinds of activities done by the union that are always accepted by the Employer? [Ni shughuli zipi zinapendwa kufanyika zaidi na kupata msaada wa Mwajiri?]
3. To what extent has the employer cooperated in the individual projects of the union? [Mwajiri anashiriki vipi katika kusaidia miradi ya chama?]
4. What should union like to engage that is prohibited by labor laws? Ni miradi gani chama kinaweza kufanya ambayo hairuhusiwi na sheria za kazi?
5. To what extent is the teacher union centralized? [Ni kwa kiasi gani chama kina nguvu ya kuunganishwa na Makao Makuu ya Chama?]

Category B: POLITICAL ACTIVITIES [Shughuli za kisiasa]

1. What are the political activities of the union? [Chama kinashiriki vipi katika masuala ya kisiasa?]
2. How are union policies made? [Sera za chama zinaandaliwaje?]
3. To what extent is the union collaborating with the government/district? [Ni kwa vipi chama kinashirikiana na Mwajiri?]

4. How does the union train its members? [Chama kinaandaje kuelimisha wanachama wake?]
5. How does the union advance the interests of its members? [Chama kinaendelezaje wanachama wake kimaslahi?]

Category C: ECONOMIC ACTIVITIES [Shughuli za kiuchumi]

1. What are the economic activities of the union? [Ni miradi ipi ya kiuchumi ipo?]
2. What are the bargaining structures in the union? [Utetezi wa walimu na muundo wa wa kutetea maslahi ya walimu ukoje?]
3. What happens when the employer bypasses the union and talks directly to teachers? [Ni kwa jinsi gani walimu wanahudumiwa na Mwajiri bila chama kushirikishwa?]
4. What does the union do to involve teachers in the running of the organization? [Chama kinashirikisha vipi walimu katika uendeshaji wake kiuongozi?]

5. What kind of problems do you envisage with the employer? [Unadhani kutakuwepo na matatizo yapi?]

CATEGORY D:BOTH POLITICAL AND ECONOMIC ACTIVITIES
[MASUALA YANAYOPEWA USAWA KISIASA NA KIUCHUMI]

1. What activities are both political and economic in the union? [Ni shughuli zipi za chama ambazo ni za kisiasa na za kiuchumi zinazokwenda sambasamba?]
2. In what ways is the employer prepared to give to teachers a voice on matters that concern them? [Ni kwa kiasi gani, mwajiri yupo tayari kuwapa walimu uhuru wote wa shughuli za chama zao?]
3. What activities does the union do to show that there is a degree of partnership with the government? [Ni shughuli zipi chama kinafanya kwa ushirikiano na serikali?]
4. What links are there between the union and the government? [Kuna mahusiano yapi kati ya chama na mwajiri?]
5. How does the union share information with the employer? [Chama kinawasilianaje na mwajiri katika masuala ya kichama?]

6. How does the union coordinate its activities? Chama kinaratibu vipi shughuli zake?

Category E: ORGANIZATIONAL STRUCTURE.[Muundo wa Chama]

4. How do you see the organizational structure of your union? [Unauonaje mundo wa uongozi wa chama kuanzia kwenye tawi, wilaya, mkoa, kanda hadi Makao Makuu?]
5. What are the main features of the organizational chart of your union? Muundo wa chama una sifa zipi?
6. If there is a drawing, you can describe it in a few words or provide a drawing. [Kama unaweza kuchora muundo wa chama, uuchore hapa au uuleze ulivyo.]

[Kama una masuala mengine au una hoja ungetaka iangaliwe vizuri zaidi na haikutajwa hapo juu, basi iandike hapa]

OVERALL, IS ANY OTHER COMMENT YOU MIGHT LIKE TO SAY. PLEASE WRITE ALL THAT YOU WANT HERE, IF YOU FEEL THERE IS SOMETHING THAT HAS BEEN OVERLOOKED OR FORGOTTEN.

ANDIKA MENGINE HAPA CHINI [WRITE MORE HERE]

End/Mwisho

ASANTE SANA

THANK YOU VERY MUCH.

If you prefer, you can write your name. [Ukipenda unaweza kuandika jina lako na kama ni wewe ni ME au MKE] (**male or female**)

APPENDIX B

THE STAND OF TTU ON TEACHER DEPLOYMENT.

MAONI DUKUDUKU NA MAPENDEKEZO YA CHAMA CHA WALIMU
TANZANIA KUHUSU UTEKELEZAJI WA UAMUZI WA KUIMARISHA
UTENDAJI WA SERIKALI ZA MITAA SEKTA YA AFYA NA ELIMU
APRIL 1999

Kwa kuwa walimu ambao ndio walengwa katika mabadiliko haya hawakuhusishwa tangu mwanzo, na kwa kuwa bado kuna masuala yanayohitaji ufafanuzi, tunashauri kuwa walimu wahusishwe kikamilifu, waeleweshwe na kuelimishwa pale ambapo panastahili juu ya mabadiliko haya. Warsha, semina, na vyombo vya habari, kama vile radio, magazeti, TV, na vijitabu vitumike kutoa elimu hiyo.

Viongozi wa Serikali za Mitaa kama vile Wenyeviti na Madiwani pia wapewe, semina ili kujua wajibu wao na mipaka ya shughuli zao katika mpango huu mpya. Ifahamike wazi kuwa ili mpango huu ufanikiwe na kufikia malengo yake (uwajibikaji, kusogeza huduma kwa wananchi na kupunguza urasimu usio wa lazima), hakuna budi kuwe na ushirikiano, kuaminiana na jitihada za pamoja baina ya watumishi na viongozi wa Halmashauri.

Tume ya Utumishi wa Walimu (TSC) iwepo katika ngazi za mikoa na wilaya, iimarishwe ili iweze kusimamia majukumu yake kwa walimu vizuri zaidi nchi nzima kama vile kwenye ajira ya walimu, mishahara, nidhamu na kupandishwa vyeo/madaraja. Aidha TSC kiwe chombo pekee cha kufunga mikataba ya kazi na walimu wote Tanzania.

Chama cha Walimu Tanzania (CWT) kiimarishwe na kutambuliwa kama ngao na kinga ya walimu dhidi ya uonevu na ukiukwaji wa haki zao za ajira, na kama msuluhishi katika migogoro kati ya walimu na waajiri wao.

Mitaala ya mafunzo ya ualimu iwe na mada zinazohusu sheria, haki na wajibu wa mtumishi (mwalimu) wa umma ili kuwaandaa walimu kuwa walinzi na watetezimwa haki zao kwa mujibu wa sheria za kazi.

Serikali Kuu iwajibike moja kwa moja na ulipaji wa mafao yatokanayo na mikataba baina ya TSC na walimu watakaohusika katika zoezi hili.

APPENDIX C

COMMENTS: THE TRADE UNION ACT, 1998

By: Ms. D. Uiso, Deputy Registrar of Trade Unions in Tanzania

Background

Historically, Tanzania has passed through two major phases of trade unions since the 1950s. The first workers' movement in Tanzania was the Tanganyika Federation of Labour (TFL) established in 1955. It worked hand in hand with the ruling party (TANU) which at the time was involved in the struggle for independence. This was gained in 1961. In 1964, the Tanganyika Federation was disbanded giving room to the establishment of the National Union of Tanganyika Workers (NUTA) which was enacted by Act No. 18 of 1964. Just like TFL, NUTA's main objective was to promote the policies of TANU.

The political changes that took place in the country steered the need to have a trade union which would cater for the whole country. It was for this reason that Jumuiya ya Wafanyakazi Tanzania (JUWATA) was established by Act No. 24 of 1979. JUWATA, as a mass organization of the ruling party (CCM), had, amongst other functions, to propagate party policies and sensitize workers as to their basic rights and obligations.

Due to global demand for multiparty democracy JUWATA was abolished to give way to the organization of Tanzania Trade Unions (OTTU) established after the enactment of Act No. 20 of 1991, which repealed the JUWATA Act No. 24 of 1979. The common trait shared by JUWATA and OTTU was that these were the sole trade unions of workers. The only difference was that OTTU existed as an appex organization with sectoral trade unions under it. During the era of JUWATA sectoral unions did not exist. In the times of OTTU some employees were able to organize themselves within their own trades e.g. Tanzania Railways Workers Union (TRAUWU), Tanzania Industrial and Commercial Workers Union (TUICO), Tanzania Union of Government and Health Employees (TUGHE), Tanzania Local Government Workers Union (TALGWU), Researchers and Academician Workers Union (RAAWU), Tanzania Plantation Workers Union (TPAWU), Hotel, Domestic and Allied Workers Union (CHODAWU), Communication and Transport Workers Union (COTWU) and Tanzania Mines and Construction Workers Union (TAMICO). However, these were not registered in their own capacity but were affiliates of OTTU. It was in the light of the above that a new Trade Union Act No. 10 of 1998 was enacted in order to accommodate the desired demand for multi trade unions.

Application, Office and Powers of the Registrar, Registration Procedure and Appeals

The Trade Union Act became operational on the 1st July 2000 and consists of 13 parts with 88 sections. The act makes provisions covering the establishment of the office of the Registrar of Trade Unions (Part II), modalities of registration of trade unions, power of the Registrar, requirements of the unions to be registered and appeal procedures by aggrieved parties (Part II), formation of federation of trade unions and consultative bodies (Part IV and V), management of Trade Union Funds

(Part VI, IX and XI), rights and liabilities (part VII) as well as prohibitions (Part X and XII). What is important to note in this new Trade Union Act is that both employees and employer are now free to form trade unions of their own choice in accordance with the interpretation of the term "trade union" (Part I). The Registrar of Trade Unions is vested with the functions of overall administration of the Trade Union Act. The law however is silent on whether he/she has powers to interfere with trade unions' internal disputes or election of leaders other than play an advisory role in this situation. The new Trade Union Act spells out modalities of registration and appeal procedures. Every trade union should be registered with the Registrar in order to acquire legitimacy within a month of its being established, save for existing trade unions in which the law provides three months in which to apply for registration. Application for registration needs to be made in prescribed forms as provided for in the Trade Unions Regulations 2000 which came into effect on 7th July 2000. In order to apply for registration a trade union for employees must have at least 20 members. A trade union for employers must consist of 4 or more employers. Those applying for registration also have to submit copies of rules and a constitution prepared in the manner required under the new Act and not otherwise. The fact of registration shall be evidenced by a certificate issued by the Registrar once he/she is satisfied that all necessary requirements have been met (S.8). A registered trade union may be dissolved for reasons elaborated under section 15 of the Act. The decision of the Registrar to refuse or cancel a registration may be appealed under section 16 of the Act to the High Court of Tanzania. It does not automatically follow that once a trade union is registered it will last for ever. The new law empowers the Registrar of Trade Unions amongst his/her other functions to cancel the certificate of registration if it is proved to his/her satisfaction that such a certificate was obtained fraudulently or that the union is operating outside its intended objectives or that its funds are being expended unlawfully.

Formation of a Federation

Under this law two or more registered trade unions may form a federation and such a federation must be registered by the office of the Registrar.

Membership

It is a requirement under this law that in order to be permitted for membership members must be of the apparent age of 14 years.

Legal Personality

Once a trade union or Federation is registered it acquires legal personality capable of suing and being sued, owning property etc.

Expenditure of Trade Union Funds

The law requires trade union funds to be expended very strictly on trade union matters such as payment of salaries, legal consultancy, affiliation fees and service charges only - but not on personal issues.

Inspection of Books of Accounts

The law allows any member of a trade union, including the Registrar, to conduct inspections of the books of accounts. Any obstruction or impediment is a criminal offence whereby the culprit may be fined or imprisoned if convicted by a court of law.

Clients Under This Law

Any employed person including employees of the Government Service, save for members of the military forces, police force and prisons are clients under this law. These categories are exempted for security reasons.

Offences

All offences mentioned in this Act can be tried in the court of a Resident Magistrate. Offences include failure to register a trade union as well as to operate while not registered or following cancellation of the certificate of registration.

APPENDIX D

THE JOINT MEETING FOR THE FORMATION OF TTU

MINUTES OF THE CONSULTATION MEETING BETWEEN

CHAKIWATA, OTTU AND REPRESENTATIVES OF WCOTP

IFFTU (as observers) HELD AT OTTU HEADQUARTERS

ON 22/10/1992

1.0	PRESENT	POSITION
1.	T.M. Kasilati	OTTU
2.	M.Y. Tuguta	CHAKIWATA
3.	T.A. Bediako	WCOTP
4.	F. A. Fatoma	ICFTU
5.	Sheena Hanley	WCOTP
6.	Fulgence S. Swai	CHAKIWATA
7.	Wouter Van De Schaaf	ICTFU
8.	Dr. N.H. Ngunangwa (MP)	Professional teacher
9.	G.K. Bakengesa	OTTU
10.	Ahmed S.	OTTU
11.	Lucy Kimbi	CHAKIWATA
12.	Charles Kalugula	CHAKIWATA
13.	H.H. Mgala	OTTU
14.	Leonida Mbelle	CHAKIWATA
15.	Jane J.	CHAKIWATA

2.0 INTRODUCTION

This was a consultation meeting between OTTU/CHAKIWATA/WCOTP/IFFTU in an effort to pave the way for the formation of a strong, independent Teachers Trade Union affiliated to OTTU. The meeting was chaired by Mr. T.M. Kasilati - Director of Economic Planning and Research on behalf of the Secretary General of OTTU.

3.0 OPENING

- The Chairperson opened the meeting at 2.50 p.m and requested members to draw up the agenda for the meeting.
- 3.1 It was agreed that Mr. Tom Bediako Secretary General of OTTU and representative of African region in WCOTP and his team would be neutral in the discussions to be conducted.
 - 3.2 It was observed that both WCOTP and TFFTU had long standing relationship with JUWATA/OTTU and that CHAKIWATA was affiliated to WCOTP after its establishment.
 - 3.3 It was agreed that the meeting aimed at achieving the process for teachers to form an independent industrial teachers union affiliated to OTTU. The teachers were to join the union voluntarily.
 - 3.4 It was also noted that both OTTU teachers action and CHAKI WATA were separately striving to form teachers union and that had submitted

- their draft constitutions to the Ministry of Labour and youths for registration.
- 3.5 To Bediako urged unity between the two to avoid nasty experiences occurred in countries like Mauritius where there are many weak teacher unions and cautioned that, that type 'of democracy could lead into anarchy.
 - 3.6 It was observed that at the international level TFFTU/WCOTP were in the process of uniting to form one body known as Educational International.
 - 3.7. It was agreed that past mistakes should be forgotten to allow the present efforts to bring about teachers unity.
 - 3.8. Two main issues cropped up with regard to the Agenda of the day.
 - 1. Formation of a strong teachers union.
 - 2. Process/Modalities for that Formation.

4.0 PROCEEDINGS

The agenda was adopted and discussed as follows:

- 4.1 Formation of a Strong Teachers Union
It was unanimously agreed that one strong Teachers should be formed for the teachers by the teachers themselves.
- 4.2 Process for the Formation
Agreed that a fair and firm joint committee should be formed by CHAKIWATA and OTTU (Teachers Section) to look into the modalities of forming the union.
 - 4.2.1 Concurred that a draft constitution should be prepared and made known to the teachers who are to discuss and give suggestion for any amendments. Joint elections should then follow from the grass-root level.
 - 4.2.2 It was found that OTTU was only to play the supervisory role and teachers were the only ones to form the joint committee.
 - 4.2.3 It was agreed that all teachers and those who work in the promotion of teaching and all those in educational institutions.
 - 4.2.4 It was agreed that any consultation on any amendment concerning the law should be made by the committee.
 - 4.2.5 It was agreed that the committee will be composed of eleven people. Five from CHAKIWATA and five from OTTU teachers section and a Chairman. The minimum quorum for any meeting half (Two from each side and the chair).
 - 4.2.6 A vote of confidence was given to Prof. Geofrey Mmari to be the Chairman of the committee. In case of his absence, then, Professor Shivji should chair the Committee. Ambassador Mhina was the third alternative.

5.0 TERMS OF REFERENCE

The meeting developed and adopted the following terms of reference for the committee.

- 5.1 To review the existing draft constitutions of CHAKIWATA and OTTU for the teachers' union and from these, prepare one draft constitution for the teachers union reflecting the professional and welfare interests of teachers in the country.

- 5.2 To table before CHAKIWATA and OTTU teachers representatives, the draft constitution for review and approval before it is used for election purpose. The interim representatives shall equally be drawn from CHAKIWATA and OTTU teachers section and shall total to 150.
- 5.3 To determine the logistic logistics for funding and to recommend the manner by which existing organizations for the teachers shall dissolve to pave way for the new union.
- 5.4 To deal with any other matters which are relevant to the success of the formation of the free teachers' union.

6.0 FUNDING

The members discussed ways of funding the committee.

- 6.1 CHAKIWATA pledged 100,000/=
- 6.2 OTTU would look for resources enough to make the committee survive.
- 6.3 The international representatives pledged \$ 270.
- 6.4 It was agreed that in independent account should be opened for the process.

7.0 PRESS RELEASE

It was agreed that a press conference / release should be made informing the teachers on the agreement made by CHAKIWATA and OTTU to form a joint committee charged with the responsibility of getting the formation of a teachers union and that all other activities undertaken and conducted by OTTU null and void. The press release should be signed by the two parties.

8.0 OTHER AGREEMENTS

- 8.1 Draft constitutions sent to the registrar should be withdrawn.
- 8.2 The joint Committee is free to co-opt other members for expertise purposes. Co-opted members are not allowed to vote.
- 8.3 Joint secretarial services should be provided from CHAKIWATA and OTTU.
- 8.4 Joint secretaries should have combined minutes.
- 8.5 The chairman has no voting rights.
- 8.6 The deadline for the first draft constitution should be at the end of November 1992.

9.0 CLOSING

The closing time was also attended by the Secretary General of OTTU, Mr. Bruno Mpangala. The Secretary General thanks the members attending the meeting and pleased with all that had been agreed upon. The meeting closed at 5.30 p.m.

APPENDIX E

THE TRAINING PROGRAMS WITHIN THE UNION.

There are projects run jointly by TTU/CWT and friendly Unions such as the Swedish Union of teachers (Study Circle Project), The Canadian Teachers Federation (In service Training Program) and DLF (Leadership Training). Above all TTU represents the teachers' voice through democratic process in that 110,000 teachers out of over 120,000 are members. So the current struggle of TTU over better teachers' salaries and working conditions, better academic and professional standards and the urge to have a legal machinery illustrates the current position of TTU, teachers, the government and the society at large. The following is the short description of each of the training programs.

The TTU/DLF Project

The TTU/DLF project has development objectives as well as immediate ones as follows.

Development Objectives

- To build a democratic TTU organization, which in turn will contribute to, and promote democracy in Tanzania;
- To strengthen the role of the TTU within tripartite dialogue at the national level;
- To promote human rights including trade union rights;
- To develop quality education in Tanzania;
- To promote the welfare of Tanzanian teachers;
- To contribute to an upgrading of Tanzanian teachers' social and professional status in society;
- To develop international understanding, goodwill, solidarity and mutual co-operation among sister organizations.

IMMEDIATE OBJECTIVES

At the end of the project period the TTU should have:

- A strengthened and well functioning organization, which is capable of paying a constructive, influential but also critical role as a social partner within education and in all other matters affecting teachers as wage earners. More specifically, trade union leadership and representatives at all levels (national/regional/district) are capable of:
 - ☐ Applying the knowledge base in education to their analysis of existing practices and make appropriate proposals for change and development;
 - ☐ utilizing a variety of approaches and innovations in educational planning and implementation as well as problem solving;
 - ☐ utilizing new ideas and experiences that may increase the motivational and attitudinal aspects of educational and leadership levels;
 - ☐ explaining the inter-relationships between trade union and professional issues and the linkages among curriculum, teaching and learning conditions and conditions of employment and service;
 - ☐ explaining comparative patterns of labor relations in education and know how to select and improve services to union members; bringing the union closer to existing members and attract new members;

- ⇒ A higher number of women actively participating in training programs and other activities within the ;
- ⇒ Display a greater awareness by TTU leaders and members of the rights and duties of teachers, based on international standards such as the ILO/UNESCO recommendations concerning the status of teachers;
- ⇒ A group of professionally upgraded teachers advocating and promoting systematic in-service training for members.

The TTU/DLF project can be better visualized by going through the written word of the DLF Representative, the Late Mr. Claus Staehelin at The Opening Ceremony of The TTU/DLF-LO/FTF/EI Leadership Training At Tanesco Training Center - Morogoro: 15th April, 1999. He passed away after he had inaugurated the project. In his honor, these are his last words of wisdom to the union as he described the project and the other details that go along with it.

Dear Colleagues,

Allow me first to express my personal pleasure for being here in Tanzania and especially in Morogoro again to meet old friends and to establish new friendship. I came to Morogoro first time 4 years ago as a Consultant for DANIDA - the Danish International Development Agency. At that time the TTU now President Ms. Margaret Sitta, Mr. Swai and I, were traveling around the country to meet teachers and discuss the future and possibilities with newly established TTU.

Since then I have been to Tanzania several times. And I must say that the welcome I have received every time coming to this beautiful country clearly demonstrates that our teacher organizations - the TTU and the Danish Union of Teachers strongly believe that solidarity does not stop at national or regional borders but should be extended globally. And it must be noted that the kind of solidarity we enjoy today as teachers of the world might not have been so rapidly realized if it were not for the world-wide international of teachers - the Education International. Through the EI, teachers from North to South and from East to West within the global community have been able to get together to exchange ideas and experiences. We have been doing this at international conferences and meetings as well as at national workshops like the one starting here in Morogoro today.

More formally as manager of this project, I have the pleasure here at this opening ceremony to bring special greetings to you from the President and Secretary General of the Danish Union of Teachers as well as from EI - Education International - The President of the DLF Ms Anni Herfort is a member of the EI Executive Board, and EI is a partner of this project in Tanzania starting here today.

Nearly 20 years ago the Danish Union of Teachers decided that solidarity among teachers' unions should be more than words, so at that time, the decision was taken that in the future part of the aims and objectives of the Danish Union of Teachers should be to establish close contact with sister organizations in different developing countries by responding positively to clearly and identified needs about training programs with the focus on both trade-unionism and professionalism - so in the last 20 years the DLF have sponsored training programs in Africa, Asia, South America and in the Caribbean. The biggest program for the time being is a program in Kenya, but that program has now been extended to cover also Tanzania. The Kenya National Union of Teachers is present here to demonstrate that this program now is a regional project. Thank you to Mr. Peter Lubulelah.

And what are the training programs about? Let me answer the question by making reference to the ILO/UNESCO Recommendation Concerning the Status of Teachers. In paragraph 3 it is stated - "Education from the earliest school years should be directed towards the all-round development of the human personality and to the spiritual, moral, social, cultural and economic progress of the community, as well as to the inculcation of deep respect for human rights and fundamental freedom".

In paragraph 9 it is stated - and I quote: "Teachers Organizations should be recognized as a force which can contribute greatly to educational advancement and which therefore should be associated with the determination of educational policy". The ILO/UNESCO paragraphs links what the training program here in Tanzania will be about. - It is about the contribution of TTU to the advancement of education and also about rights and responsibilities, because the quality of education and the collective rights of teachers are two sides of the same coin. Responsibilities lead to rights.

The formal and mutually binding relations established between unions and employers or between unions, employers and government may be characterized as partnership in the labor market. Within teaching and education as well as all other matters pertaining to teachers as salary earners, the representative teacher organization is the trade union movement's social partner. As I said - all democracies are based on a strong and institutionalized social dialogue - and on the equally fundamental democratic principal that responsibility lead to rights.

The principle of partnership is the key to a sustainable development of society. Only through a partnership in which all the parties involved have co-responsibility as well as co-influence will it be possible to ensure the stability and peace in the labor market, which are prerequisites for sustainable development. As teacher organizations we are ready to accept co-responsibility, but only if the complementary right to influence is respected. This means involving from the very beginning, teacher organizations in all processes leading up to new reforms or new legislation within the field of education.

This leadership training program starting here today has as main objective to strengthen TTU so that TTU can contribute not only to the quality of education in this country but also to the quality of life of teachers, to the students, to the laboring poor and to the Society at large.

Asante Sana!!!
Late Mr. Claus Staehelin

CTF

The cooperation between TTU and CTF had its links long time ago with the former Professional Association of teachers, CHAKIWATA to what was referred as project overseas. Phase one of the project started in 1991 and went on up 1994 under leadership of CHAKIWATA. After the merger of CHAKIWATA and the defunct OTTU teachers' section, CTF continued with the new union, TTU/CWT.

CTF has offered leadership training for the TTU leaders leadership training under the John Thompson Fellowship Programme. The following have been trained in Ottawa, Canada.

- ☑ In 1991, the former General Secretary of CHAKIWATA.
- ☑ In 1994, the Former Acting General Secretary of CHAKIWATA.
- ☑ In 1996, the former General Secretary of TTU/CWT.

With the development of the training program under the collaboration with CTF, Table 43 gives the details of the trainings (referred to as inset) provided for the other union members. In the table is a brief summary given during the visit (April 20 –24, 1999) of the President of CTF and the EI Chief Coordinator in Africa.

Table 45: Trainings (inset) provided under the TTU/CTF collaboration

Year	Venue	Subjects	
		Primary school teachers level	Secondary school level
1991	Morogoro Teachers' College	-	Maths, Biology, Chemistry and Physics
1992	Marangu Teachers' College	-	Maths, Biology, Chemistry, Physics and English.
1993	Klerruu Teachers' College	Maths, English	Maths, Biology, Chemistry, Physics and English.
1994	Patandi Teachers' College	Maths, English	Maths, Biology, Chemistry, Physics and English.
	Butimba Teachers' College	Maths, English	Maths, Biology, Chemistry, Physics and English.
1995	Mpwapwas Teachers' College	Maths, English	Maths, Biology, Chemistry, Physics and English.
1996	Songea Teachers' College	Maths, English	Maths, Biology, Chemistry, Physics and English.
1997	Korogwe Teachers' College	Maths, English	Maths, Biology, Chemistry, Physics and English.
1998	Data not available	Data not available	Data not available
1999	Kihaha Folk Development College	Maths, English	Maths, Biology, Chemistry, Physics and English.

Source: Developed from TTU Inset report, 1999

In the program with CTF, upon visiting some of schools, which befitted in having teachers attending the courses, some of the direct results were encouraging. The teachers were able to share the experiences they had in the training by conducting miniature workshops in their schools and colleges. Indeed, teachers were able from the new skills gained, to develop didactic teaching materials. There was also creativity in the use of local resources.

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